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ABSTRACT

The structure and governance of education in Maryland from early childhood through the graduate school is described in a report to the governor. A summary is included of the commission's views of education, as well as a brief review of the status of education, a proposed structural reform, and a series of recommendations. The recommendations deal with: duties and responsibilities of the Joint Education Board at the state level; duties and responsibilities of state and local boards for secondary and elementary education and for institutional education; duties and responsibilities of the state board for higher education; boardsmanship; and principles of equality. Minority statements are included. (LBH)

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Final Report of the Governor's Commission on EDUCATION

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May 7, 1975

The Honorable Marvin Mandel
Governor of Maryland
Annapolis, Maryland 21404

Dear Governor Mandel:

It is with a great deal of personal pride and pleasure that I submit herewith the Report of the Commission on the Structure and Governance of Education. This Commission was appointed by you in January, 1973, to study the structure and governance of education in Maryland from early childhood through the graduate school. This report includes a summary of the Commission's views of education, a brief review of the status of education, a proposed structural reform and a series of recommendations.

As you requested, we have approached our task with no preconceived opinions of results and outcomes. In the beginning, we made an intensive study of the organization of education in this State as well as in the other 49. We sought and received helpful information and advice from a number of nationally recognized authorities in this field, and made a rather extensive survey of literature on the topic. All of this took place prior to our efforts to develop a new order for educational structure and governance in Maryland.

Some of our conclusions will be considered argumentative and debatable. We fully recognize the difficulty of determining all the interacting processes resulting from a new structural arrangement for educational governance in the State. We do, however, submit that the logic of the recommended changes is compelling when the reforms proposed in this report are viewed comprehensively and analyzed from a total perspective. We believe that if the recommendations are viewed in this manner, that an orderly transition will follow which results in a considerably improved educational system for the State and its people.

On most issues, members of our Commission are in strong agreement; on others, individuals expressed separate viewpoints covered in a supplementary part of this report.

We offer our deep appreciation for the many contributions to our study provided by many educators, governmental officials, representatives of organizations, and other interested citizens of this State. It is our greatest hope that we will create an improved opportunity for teaching and learning in our State for all people of all ages.

We are indebted to you for having been selected to serve on this important Commission. We feel privileged to have been given the opportunity to help create a better Maryland, both now and for the future.

Respectfully submitted,

Leonard H. Rosenberg
Chairman

ACKNOWLEDGEMENTS

The Commission would like to express its appreciation to all the people in the State and nation who have assisted in its study of educational structure and governance. The Commission would like to acknowledge the help of the Maryland State Department of Education, the Maryland Council for Higher Education, the Board of Trustees for State Colleges, the State Board for Community Colleges, the University of Maryland, the seven State Colleges, 16 community colleges and 24 school districts in providing valuable data and insight. Also, the Baltimore County public school system provided the Commission staff with special assistance in the preparation of visual material. In addition, the Commission notes the cooperation and service provided by the State Departments of Planning, Budget and Fiscal Planning, Fiscal Services, and the Office of the Governor.

During the Commission's series of public hearings a great deal of assistance was given by the personnel of the 24 school districts, Frostburg State College, Catonsville Community College and Chesapeake Community College. The Center for Public Broadcasting and the Montgomery County Department of Education also provided excellent audiovisual material to advertise the hearings.

Special thanks also is extended to the individuals who donated their time and efforts to make the Commission's study as extensive as possible. The Commission particularly acknowledges the help of Mrs. Ernie Honig, Research Officer, who served as the Governor's liaison with the Commission, and Mr. Hans Mayer, Administrative Officer, who provided assistance with budgetary and other physical arrangements. The assistance provided by an Ad Hoc Technical Advisory Committee to the Executive Director also was appreciated. The Committee consisted of Mr. William Gescheider and Dr. James Gibbs of the U. S. Office of Education, Dr. Thomas Ingram of the Association of Governing Boards of Universities and Colleges, Dr. Lee Hornbake, Dr. George Calcott, and Dr. Robert Stephens of the University of Maryland, and Dr. Fred Beach, retired educator.

TABLE OF FIGURES

		Page
Figure 1:	Elementary-Secondary Enrollments Decline	6
Figure 2:	Percentage of Change in Enrollments and High School Graduates	8
Figure 3:	In the Past 10 Years, the Cost of Elementary-Secondary Education Has Increased	9
Figure 4:	How Maryland Ranks in the Nation in Elementary and Secondary Education	11
Figure 5:	Enrollments in Maryland Public and Private Postsecondary Education	12
Figure 6:	Comparison of Growth Factors in Postsecondary Education	13
Figure 7:	Total Graduate Public and Private Enrollment in Maryland 1969 and 1973	14
Figure 8:	How Maryland Ranks in the Nation in Higher Education	16
Figure 9:	Recommended State Educational Organization	21

TABLE OF CONTENTS

Page

COMMISSION MEMBERS iii

LETTER OF TRANSMITTAL v

ACKNOWLEDGEMENTS vii

TABLE OF FIGURES viii

CHAPTER

I. GOALS AND PHILOSOPHY OF THE COMMISSION

- Introduction 1
- The Place of Education 1
- The Purposes of Education 2
  - Elementary and Secondary Education 2
  - Postsecondary Education 2
- Commission Premises 3

II. EDUCATION IN MARYLAND TODAY

- Introduction 5
- Elementary and Secondary Education 5
  - Introduction 5
  - Elementary and Secondary Data 5
  - Accountability Program in Maryland 7
  - Conclusion 10
- Postsecondary Education 10
  - Introduction 10
  - Postsecondary Data 13
    - Graduate Enrollment 14
    - Financing 15
  - Conclusion 15
- Summary 17

Page

III. RECOMMENDATIONS OF THE COMMISSION

- Introduction 19
- State Level Structure 20
  - Duties and Responsibilities of the Joint Education Board 20
  - Duties and Responsibilities of the Chairman of the Joint Education Board 22
- The Councils 22
- Duties and Responsibilities of the State Board for Elementary and Secondary Education 24
  - The State Department of Elementary and Secondary Education 24
  - Local Boards of Education 25
  - Statewide Board for Institutional Education 25
- Duties and Responsibilities of the State Board for Higher Education 26
  - The State Department of Higher Education 26
  - Institutional Governing Boards 27
- Boardsmanship 27
- Principles of Equality 28

IV. ADDITIONAL RECOMMENDATIONS

- Introduction 29
- Elementary and Secondary Recommendations 29
- Postsecondary Education Recommendations 31
- Implementation of the Recommendations 34

ENDORSEMENT OF REPORT 36

MINORITY STATEMENTS 37

APPENDIX 43

Chapter I

GOALS AND PHILOSOPHY OF THE COMMISSION

Introduction

Throughout its history, the preferred way for the State of Maryland to investigate the need for governmental change has been to establish a commission or special task force to analyze the situation and report to the Governor or the Legislature. From the beginning the State has benefited from about 18 special commission reports directed at improving education. For example, in the early days of Maryland history, even prior to the Revolutionary War, a commission report led to the establishment of the first publicly supported educational institution, King William's School, located in Annapolis.

In 1973 Governor Marvin Mandel appointed a 27-member Commission to study the structure and governance of education from early childhood through the graduate school, and to report to him on the changes needed to assure quality educational opportunities for all Marylanders.

Commissions, as a common practice, take the name of their chairmen. The 1973 Study Commission on Structure and Governance of Education during its two year period of deliberation, assumed the name of its chairman, Leonard H. Rosenberg. Mr. Rosenberg, who is Chairman of the Board of the Chesapeake Life Insurance Company of Baltimore, Chairman of the Maryland Public Broadcasting Commission and a past and present leader in other vital State and Federal educational endeavors, was designated Commission chairman after the early resignation of the first chairman, Mathias J. DeVito, President of the Rouse Company and a former Chairman of the Board of Trustees of the Maryland State Colleges. John J. Kent, Jr., Assistant Secretary, Medical Care Programs, State Department of Health and Mental Hygiene, was designated vice chairman. The remaining 25 appointments were filled with legislators and other leading citizens in the State who had demonstrated a great deal of interest and support for education.

The Place of Education

In studying the past history, current status, and future of public education in Maryland, the Commission came to understand many basic principles on which education was founded and which continue to be important. Like most governmental services in a democracy, education in this or any other State starts with a felt need among the people to evolve a process that enhances learning. The degree of importance people place on this process determines the effort which they are willing to make to support education. The Commission addressed its study to the entire cycle of concerns and activities from the identification of people's needs, through the support they provide, to the structure and process used to determine priorities and allocate resources. In order to complete this cycle in Maryland today, a great many people are involved in an orderly process of planning and delivering a wide range of educational services offered in approximately 1,400 public schools, including colleges. An extensive organization has been developed to operate such a complex arrangement of schools and to serve a large number of people. This organization includes boards of education, many different types of administrators, teachers, students, and other citizens. The Commission interpreted the series of official educational organizations existing between the local institution and the State legislature to be the structure for education in the State. The functioning and operation of the structure was defined as governance. Under these definitions and premises the Commission carried out its assignment.

Provisions of constitutions generally establish the powers and limitations under which governments operate and provide services. In the case of education, the Federal Constitution makes no specific mention of this service; therefore, the establishment of an educational system is one of the reserved powers left to the states. Even though the states have the primary legal responsibility for education, most of the governing responsibility has been delegated by statute to local districts or school systems in the elementary and secondary field, and to boards of higher education in the postsecondary field. The fundamental goals the founding fathers and interim public servants have advocated for public education include: 1) assurance of an adequate educational opportunity for all; and 2) the maintenance of a reasonable equality for taxpayers in support of the services provided. Neither of these goals has ever been met satisfactorily in any state in the nation. The struggle to reach these ends is a continuing challenge to our public educational system.

It is the expectation of this Commission that the recommendations in this report will substantially accelerate the pace at which the State of Maryland pursues the goal of delivering educational services as equitably as possible for all its people. Quality and accessibility of education available to the people of the State become the overall concerns. One of the first tasks of educational structure, therefore, is to more completely and adequately determine the citizen's needs and desires for education.

Any structure providing education must vigilantly maintain certain safeguards. Some of the more important

safeguards essential in the design and operation of public educational programs are listed below:

1. A primary reason for maintaining a state system for public education is to provide opportunities for all to learn and to become as productive in society as possible. In the process of meeting individual needs, the public interest is simultaneously satisfied. These dual individual and public purposes must always be uppermost in the minds and activities of individuals, bodies, and organizations to which educational governance is entrusted.
2. Even though political leaders make significant decisions affecting both the quantity and quality of education provided, partisan political involvement in the operation of education must be avoided.
3. The total wealth of the state must be considered in providing an educational opportunity for every individual. The financial burden also must be distributed as evenly as possible in accordance with ability to pay. However, authority and power must be distributed in such a way that most operational controls of elementary and secondary school systems are retained at the local level. Operational controls of institutions of higher education are to be retained at the institutional level. Further, the broad involvement of parents, students, and the general public in educational policymaking has imparted a unique strength and vitality to public education and should be continued.

The Purposes of Education

The position established above logically led the Commission to the development of a point of view regarding the purposes of education. The primary purpose of education, through learning experiences, is to prepare the individual to effectively participate in and contribute to society. The role of elementary-secondary and postsecondary education becomes identifiable in light of this purpose.

Elementary and Secondary Education

The following major purposes ranked high among those which guided this Commission during its deliberations on elementary and secondary education:

1. To provide each student an opportunity to master basic skills and to learn techniques for pursuing knowledge which offer more promising avenues to becoming a productive and participating member of society.
2. To provide the student an opportunity to develop values and motivations leading him toward self-perceived goals for the mind and body which will contribute to his well being and to the general welfare of the State, nation, and world.
3. To provide the student with an opportunity to learn about the rights, motivations, and values of others which will enable him to better understand the functions of a democracy and become a more purposeful participant.
4. To provide the student with a fundamental understanding of his capabilities, interests, and attitudes leading him to conceive the manner these may best fit into the complexities of his environment and into purposeful life. Simultaneously, the importance of continuous education throughout life must be understood.

Postsecondary Education

The Commission recognizes the difficulty of developing a concise set of purposes for postsecondary education to cover its diversity of functions. However, to guide its deliberations and to add cohesiveness to its direction, the Commission developed a set of purpose statements for postsecondary education. The Commission also concluded that the State has the responsibility to maintain a postsecondary educational system which provides continuing educational experiences beyond secondary school to all who wish to further their education. At the same time, the Commission perceives it unnecessary to maintain a capacity in higher education to admit all secondary graduates. It does not, however, condone a system of higher education which excludes anyone who has the ability and motivation to participate. Simultaneously, the postsecondary educational system is obligated to increase the likelihood of employment and professional development of all who demonstrate a capability to progress through a prescribed sequence of experiences. The Commission agreed that the following purposes are applicable to Maryland's needs for postsecondary education:

1. To provide teaching, learning, and counseling experiences which enable students, according to their needs, capabilities, and motivations, to achieve their educational or career goals.
2. To provide community service programs designed to raise the general level of education in the area predominantly served by the institution, and to advance the general educational development of all who

participate in a meaningful manner in the processes of teaching and learning provided by the institution.

3. To provide an intrinsic motivation to the student which encourages him to continuously pursue learning throughout his life. Fulfillment of this purpose inevitably leads to a more meaningful life.
4. To provide programs which prepare capable and motivated students to take more specialized and advanced training in preparation for the professions or to perform basic research which advances the frontiers of knowledge and improves the general welfare of the state.

One of the responsibilities of any educational institution is to enlighten its constituency about its role and function. Furthermore, every institution has a responsibility to define and reform continuously its role in meeting the learning needs of the individual. The growing complexities in our national and international life, following an era of phenomenal growth in technological developments, make it imperative for educational institutions to lead the way in social progress as the institutions provided for technological progress. Education should be fully and totally committed to this objective.

Commission Premises

Throughout its deliberations, the Commission consistently attempted to state the principles upon which it built its study and its recommendations. The following items illustrate the predominant view held by its members:

1. The Commission maintains an overall positive view of education and the services it has provided for the benefit of the State and its people.
2. Policymaking leadership for education should rest with informed and well chosen lay individuals who can best represent the vast and diverse needs of citizens.
3. The method of selecting laymen for policymaking roles in education should guarantee that capable and qualified persons be chosen.
4. The State continuously must guard against usurping a greater degree of control than necessary to assure that provision is made for the rights, responsibilities, and opportunities of all individuals. Also, the closeness of education to the people deems it necessary to guard against professional domination.
5. The public educational system of the State must present and debate continuously statements of philosophy, goals, and objectives of education. In this process the greatest degree of openness and integrity must be maintained by the profession.
6. The process of determining educational need and identifying the necessary resources required to meet those needs should be a function of the educational structure operating at the State level, with only final approval exercised by the State government.
7. The delivery of all educational services should be organized and administered in the most effective and equitable manner possible.
8. The financial burden of providing public education should be distributed as evenly as possible among all citizens in accordance with their ability to pay.
9. Nonpublic education in Maryland, while not addressed directly in this study, does offer a justifiable educational alternative to a substantial number of people in the State; therefore, the relationships of nonpublic education to the public domain are important and purposeful.

It is the sincere hope of the Commission that its findings, observations, and recommendations presented in the remainder of the report hold promise for a better future for the State and its people. As in many other states, education is intricately interwoven in the past, present, and future fabric of the State, and has become the highest service expenditure in State and local governments. The people of Maryland have traditionally regarded education as a most promising means of improving themselves and their State. Therefore, this Commission regarded its assignment as one of significant importance to the State and its people.

Chapter II

EDUCATION IN MARYLAND TODAY

Introduction

While the Commission was developing a philosophy to guide its work, it also was studying the present organizational structure for education in Maryland. Certain complex and pervasive questions arose such as the following:

> What is the constitutional and legal base for education in Maryland? What has been the historical pattern for the development and growth of education in the State? Is this pattern likely or unlikely to continue its current trends? Is the financing of education adequate? What are the real goals and objectives of education? Is education adequately meeting the needs of the people? What is the relationship between the existing educational delivery system and the structural patterns of the governmental organizations which control and administer the system?

In an effort to answer the questions above and many other detailed matters, the Commission planned and organized a program of study and research. This study and research program consisted first of a review of the organizational changes taking place in the educational structures of the 49 other states. It also embraced an analysis of the nationally known comprehensive studies of educational governance such as the Carnegie Commission's study on higher education, the Committee for Economic Development's study on management and financing of colleges, the study on State governance for the public schools conducted by Roald F. Campbell, and a variety of individual state reports resulting from studies such as this one. The Commission scheduled nine public hearings across the State which were attended by 850 citizens. The resulting testimony provided an additional manuscript totaling 1,050 pages.

In addition, expert witnesses were sought from the educational community throughout the State. Leaders of business and industry, executives of general government, and representatives of educational organizations and special interest groups were all invited to present their views on educational structure and governance. The advice of well known national consultants was sought on critical matters. The staff for the Commission conceived and carried out a variety of research projects designed to answer specific questions. Another 25 scholars and students from throughout the State generously contributed their time and energy to research a given topic and provide the Commission with a written report of their findings. Several educational institutions, including the State level educational governance bodies, assisted the Commission in important ways.

It is impossible and impractical for the Commission to publish and distribute copies of all the relevant material and data it collected. Some individual reports on topics of current interest to a broader segment of the State have been published and are available for perusal in the Commission's Baltimore office until June 30, 1975. After this date, the research data will be available through the State library system. The statistical information which follows is intended to give the reader an overall view of the educational programs provided for the citizenry of the State. Some comparative data are also provided to convey ideas about growth and financial trends, and to indicate generally how Maryland ranks with other states on important measures which are listed in the following sections.

Elementary and Secondary Education

Introduction

Data pertaining to elementary and secondary education are briefly explored in the following section. The Commission felt it necessary to study certain trends in areas such as enrollment and financial commitment. This type of information was thought to have a bearing on any future structure and governance system. For example, during the '60s it was necessary to expand the educational system to meet the need of a greatly increasing enrollment. However, the '70s saw a leveling off of enrollments. A new structure must be able to adapt to these new enrollment trends as well as meet demands for quality.

Elementary and Secondary Data

In the decade between the school years of 1963-64 and 1973-74, enrollments in grades K-12 of the public elementary and secondary schools grew in Maryland from 705,828 to 911,097, an increase of 29 percent. Enrollment in the nonpublic schools over the same time span changed from 143,251 to 126,321, a decrease of 11.8 percent.[1]

Enrollments in the public schools at the K-12 level steadily increased over the years, reaching a peak in

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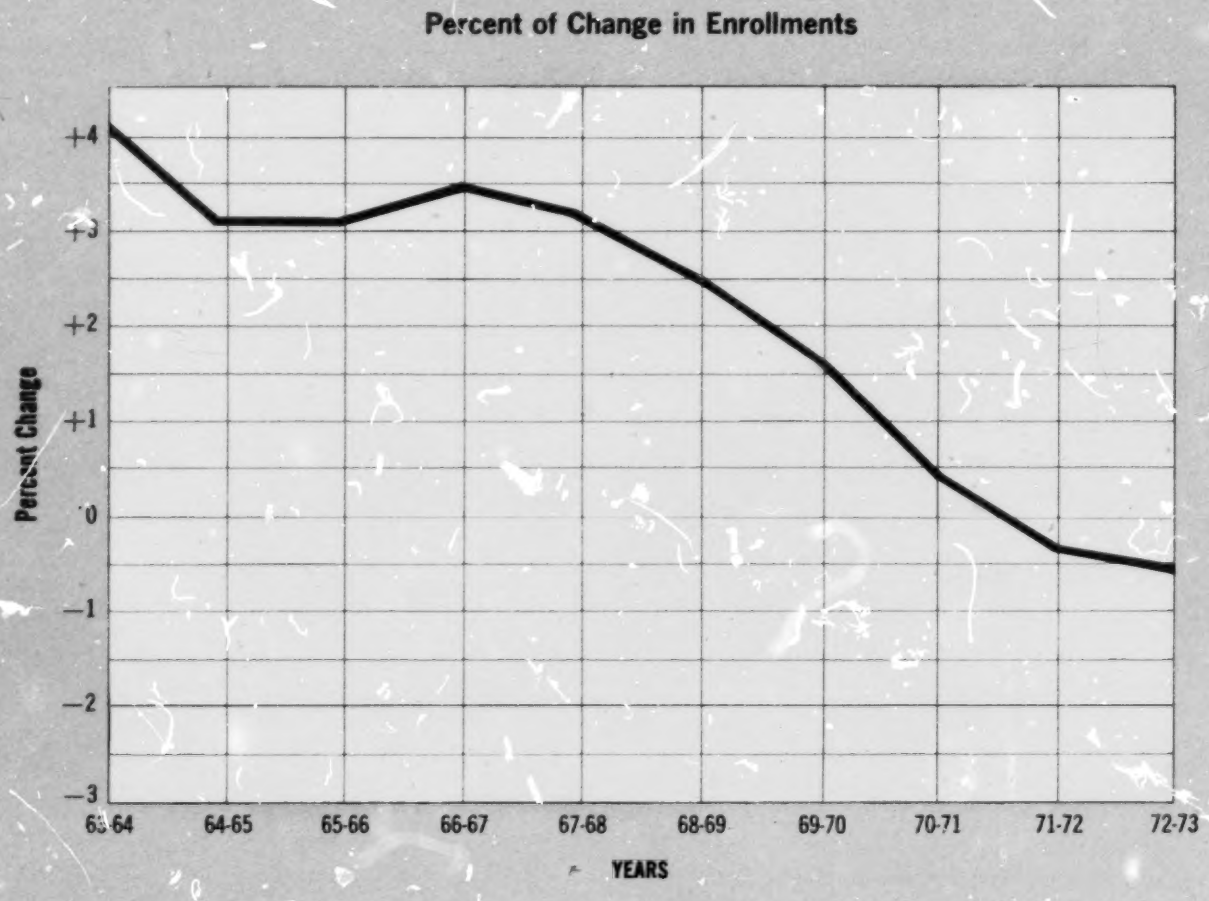
[1] (Data in this paragraph came from two sources):
Facts about Maryland Public Education 1973-74 (Maryland State Department of Education, 1974), pp. 3-5. (The enrollment data for 1973-74 for the public school contains 2,824 students classified as prekindergarten. The enrollment data for 1973-74 for nonpublic schools contain 13,921 students classified as prekindergarten.)
Ninety-Eighth Annual Report (State Board of Education of Maryland, 1964), Table 2, p. 100.

Figure 1, Elementary-Secondary Enrollments Decline

Fall	Public[1]	Non-Public[2]	Total
1963	704,693	141,594	846,287
1964	735,242	145,986	881,228
1965	762,636	145,776	908,412
1966	790,928	145,525	936,453
1967	825,892	142,801	968,693
1968	860,604	138,527	999,131
1969	891,981	132,210	1,024,191
1970	913,196	128,041	1,041,237
1971	922,051	124,068	1,046,119
1972	920,896	122,064	1,042,960
1973	911,097	126,321	1,037,418



[1] REIS Release 075/89, (Maryland: State Department of Education) 1974.
[2] REIS Release 075/96, (Maryland: State Department of Education) 1974.

1971-72 with an enrollment of 922,051; 1972-73 showed a decrease of 0.1 percent and 1973-74 showed a decrease over the previous year of 1.1 percent.[1] (Figure 1) Declining birthrates will continue to cause decreases in public elementary and secondary enrollments of an estimated 1 percent per year over the next six years. However, the mobility of Maryland population may affect the impact of declining birthrates on the various school systems.

Enrollment in the nonpublic schools in the last 10 years has been steadily decreasing by a small percent each year, but the change between 1972-73 and 1973-74 showed an increase of 3.5 percent with most of the increase being attributed to prekindergarten enrollments.[2]

The Commission used several different methods of analyzing the enrollment data. Compared to other states, Maryland ranks very high in the percent of change in enrollments at the K-12 level. Between the years 1962-63 and 1972-73, Maryland's enrollment increase was the eighth highest in the nation.[3]

Public school enrollment as a percent of total K-12 enrollment showed that Maryland had 87.9 percent of the 1971 enrollments in the public schools with the remainder in the private schools. The United States average for the year was 89.1 percent in public schools.[4]

The number of high school graduates had increased from 28,534 in 1963 to 52,813 in 1973, representing an 85 percent increase.[5] (Figure 2) The percent of high school graduates based on the number of ninth graders who entered four years before gives a measure of the holding power of the schools. In 1962-63 Maryland graduated 71.8 percent of the ninth graders who enrolled four years earlier. This gave the State a rank of thirtieth.[6] For that year the United States average was 72.7 percent. In 1971-72 Maryland ranked twenty-fourth in this measure with a holding power of 79.7 percent.[7] During 1972-73, this dropped slightly to 79.5 percent.[8]

In comparing expenditures for education with other states, it is helpful to compare the per capita personal income with per capita expenditures for education. Maryland's per capita personal income in 1972 was tenth highest in the nation with $4,897.[1] Personal income per child of school ages 5 through 17 was eleventh that year with $17,523.[2] Personal income per capita in 1962 was $2,683, giving Maryland a ninth place position. Personal income per child in 1962 was also ninth with $10,493.[3]

Expenditures for the elementary and secondary level in relation to per capita personal income compares very well to other states. Current expenditure per pupil in average daily attendance in 1972-73 was $1,188, giving the State a rank of sixth.[4] In 1964-65 the per pupil current expenditure for Maryland was $503[5], giving the State a rank of seventeenth. Cost per pupil in average daily attendance underwent an increase of 136.2 percent over the decade, changing the State's rank from seventeenth to sixth. (Figure 3)

The estimated annual average salary of all teachers in the elementary and secondary public schools in the State in 1973-74 was $11,741, giving the State a rank of seventh nationwide, and retaining the rank of the two previous years.[6] Ten years ago Maryland with $6,303 ranked tenth in the nation in average teachers' salaries.[7] (Figure 4)

Accountability Program in Maryland

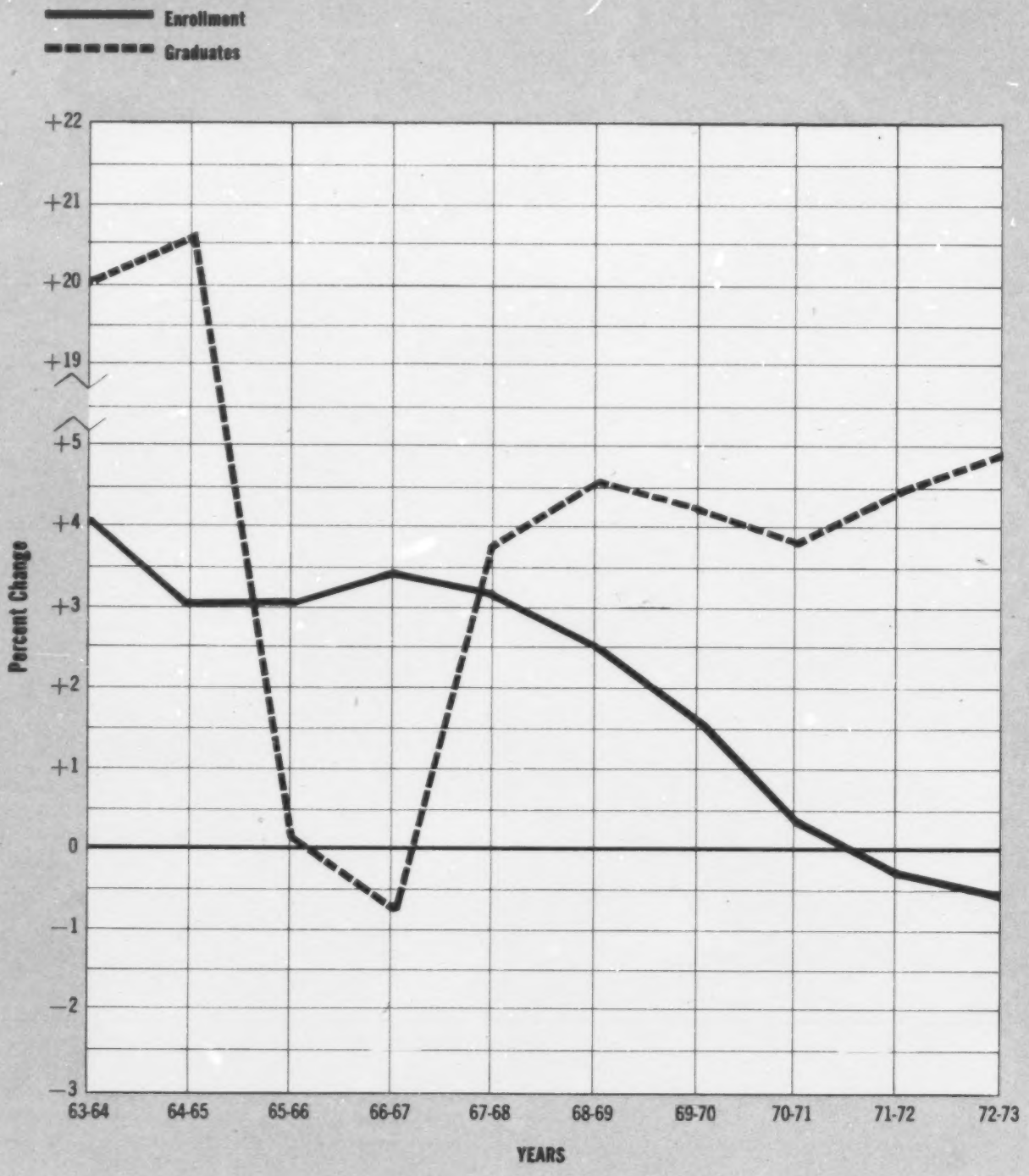
An assessment of the quality of the elementary and secondary education program in the State was virtually impossible for the Commission to make. First, there were no precise objectives from which to make measurements. Secondly, a comprehensive measurement of the quality of education almost defies definition, making it extremely difficult to relate it to the variables of structure that the Commission was assigned to analyze.

The State enacted an accountability law in 1972. The State Department of Education is now well into the process

[1] *Facts about Maryland Public Education 1973-74*, op. cit., p. 3.
[2] *Ibid.*
[3] *Ranking of the States, 1973* (National Education Association Research Report, 1973-R1), Table B-5, p. 16.
[4] *Ibid.*, Table B-6, p. 16.
[5] *Facts about Maryland Public Education, 1973-74*, op. cit., p. 6.
[6] *Ranking of the States, 1964*, (National Education Association Research Report, 1964), p. 25.
[7] *Ranking of the States, 1973*, op. cit., p. 31.
[8] *Facts about Maryland Public Education, 1973-74*, op. cit., p. 7.

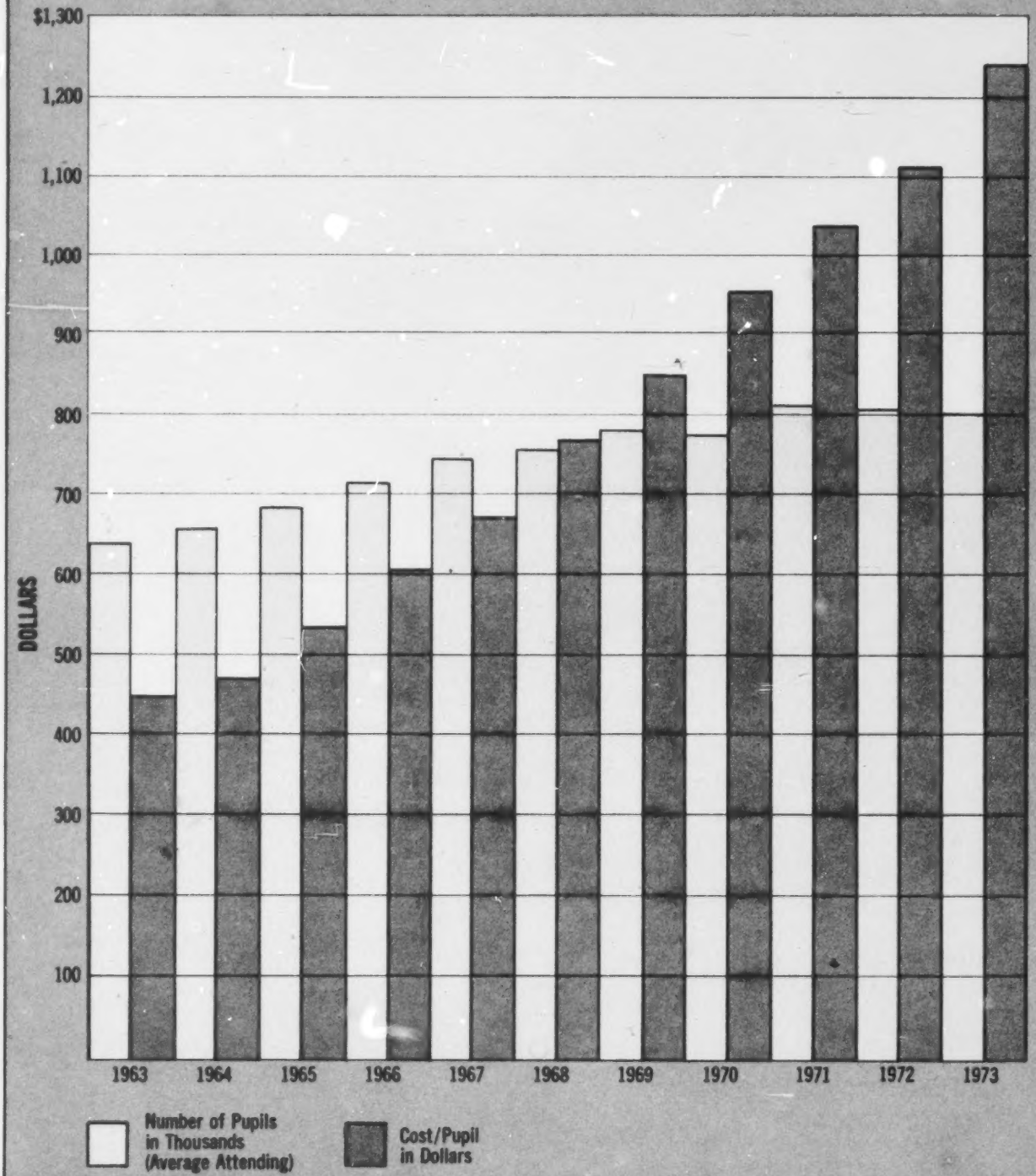
[1] *Statistical Abstract of the United States, 1973*, (Department of Commerce, 1973), Ninety-fourth Annual Edition, p. 326.
[2] *Facts about Maryland Public Education, 1973-74*, op. cit., p. 48.
[3] *Ranking of the States, 1964*, op. cit., p. 35.
[4] *Ranking of the States, 1973*, op. cit., Table I-10, p. 63.
[5] *Ranking of the States, 1965*, (National Education Association Research Report, 1965), p. 49.
[6] *Ranking of the States, 1973*, op. cit., Table C-11, C-12, p. 25.
[7] *Ranking of the States, 1964*, op. cit., p. 20.

Figure 2, Percent of Change in Enrollment and High School Graduates[1]



[1] Facts About Maryland Public Education 1973-74, (Maryland: State Department of Education), 1974.

Figure 3, In The Past 10 Years, The Cost of Elementary-Secondary Education Has Increased[1]



[1] Facts About Maryland Public Education 1973-74, (Maryland: State Department of Education), 1974.

of implementing the provisions of this law. Overall, the program which should emerge as a result of this law will be quite comprehensive and should assist greatly in achieving a much better system of evaluating education. The results of the program should provide the people of the State with a great deal more knowledge about the objectives and accomplishments of the elementary and secondary schools.

One of the first testing activities under this accountability program recently was completed. A nationally normed test in three subject areas was administered to a sampling of all third, fifth, seventh, and ninth graders in the State. The results were analyzed in a variety of ways. Special efforts were made to adjust the raw scores to allow for the impact of certain variables, such as the socioeconomic status of students. The results on a statewide basis indicated that third and fifth graders did as well as the national sample, while seventh and ninth graders fell behind.

The results of this statewide test may be viewed as only one small indicator of the performance of the elementary and secondary schools. First, the test was administered to only select grades; secondly, the test items were designed to measure the ability of students to perform in factual areas of subject matter. Most people agree that education should benefit the student in many more ways than just to impart factual knowledge. Much work remains to be done in the field of evaluation in the State before any comprehensive definitive assessment can be made of the strengths and weaknesses of Maryland's schools.

Conclusion

The State's financial commitment to elementary and secondary education has more than kept pace with the fast expanding enrollments of the 1960s. While enrollments increased 29 percent in the past 10 years, the cost per pupil has increased 136 percent. Much of this increase in expenditure has been necessary to expand the system to meet the needs of a larger and a more diverse student population. Also, the need to keep the financing of education in step with inflationary costs and the effort to significantly improve teachers' and administrators' salaries have contributed to a rapidly increasing cost situation. The Commission hopes the State continues this high level financial commitment to elementary and secondary education in the current and predicted future of declining enrollments. Decreasing enrollment will afford the State the opportunity to concentrate on the improvement of quality rather than the development of a greater capacity to accommodate growth in enrollment. The recommendations made by the Commission for changes in the structure and governance of elementary and secondary education have taken into account the data presented in this section and the conclusions to which it points.

The Commission also believes the stability of structure in elementary and secondary education has contributed in a major way to the continuing financial commitment people provide for it. The State level structure and the relationship between local school districts and the State have undergone very little change in the past 50 years. During this period there has been a systematic approach to statewide improvement for elementary and secondary education, including financing. For the most part, the structure has been free of inter-institutional competition and conflict. Consequently, the Commission reasoned that a great deal of relationship does exist between the quality of service offered and the structural form established to govern the system.

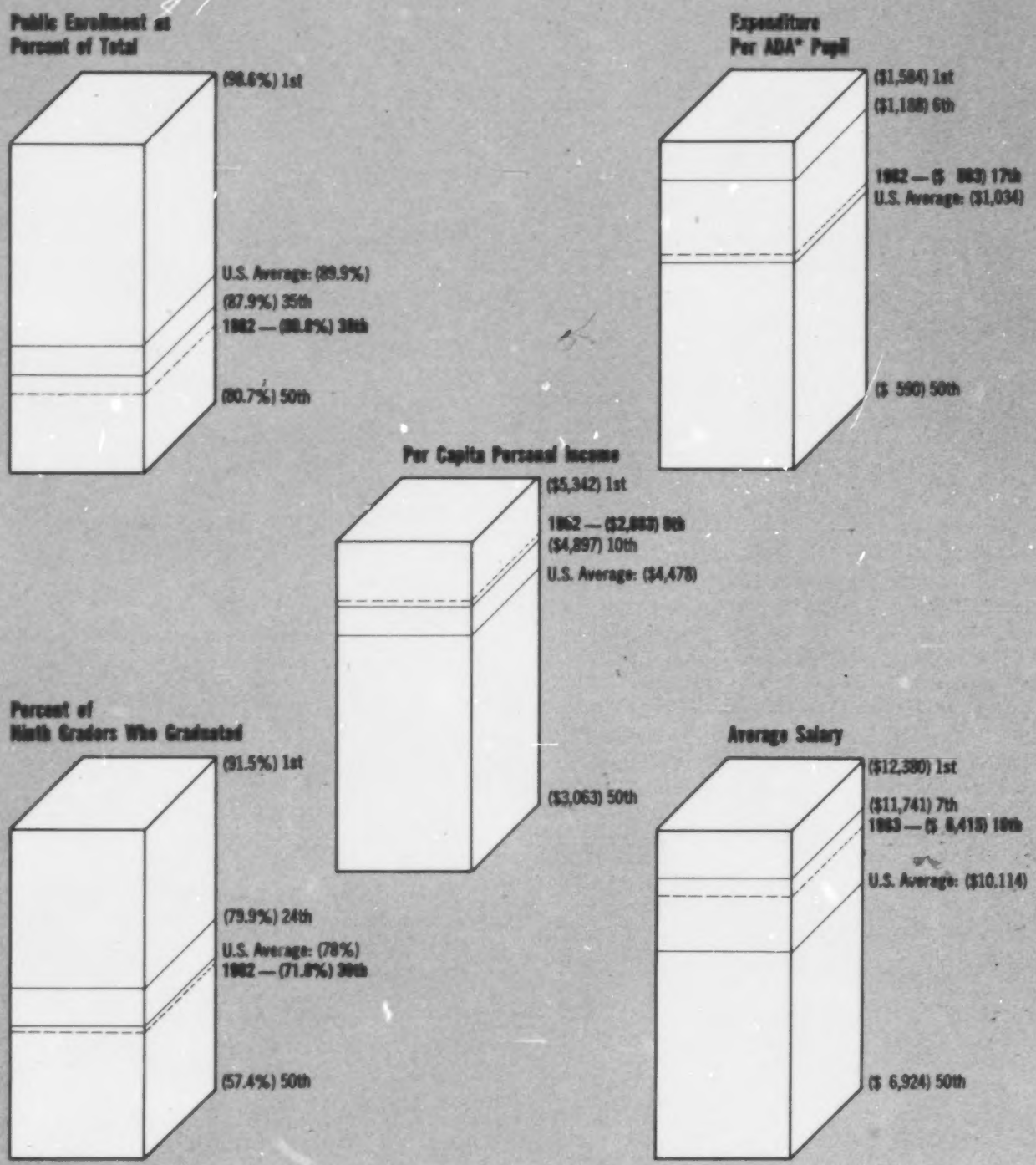
Postsecondary Education

Introduction

In this postsecondary education section, enrollment trends and related conditions in the State and nation are discussed. Within the last decade enrollment in postsecondary education has undergone dramatic growth. Current trends indicate a leveling off period is immediately ahead and will be followed by a decrease in the future. Enrollment and related trends are important determinants in shaping governmental processes and structures for postsecondary education. Over the last decade, as enrollment increased, so did every related administrative and operational measure. When enrollment decreases, the residue of the former growth period in institutions of higher education most likely remains. Given this premise, the cost efficiency and program effectiveness decreases sharply. As enrollment levels off, competition among institutions of higher education for students increases. At present in the State there is duplication of some programs in postsecondary institutions. The duplication was created, in part, during the period of rapid expansion when projected enrollment dictated such a move. The initial duplication was needed to meet enrollment demands. Today, however, excessive duplication is not only costly but unnecessary when viewed from a perspective of total State needs.

Other problems compound the scene. One problem is the total amount of resources which can be allocated for postsecondary education. Another is inflation. The State

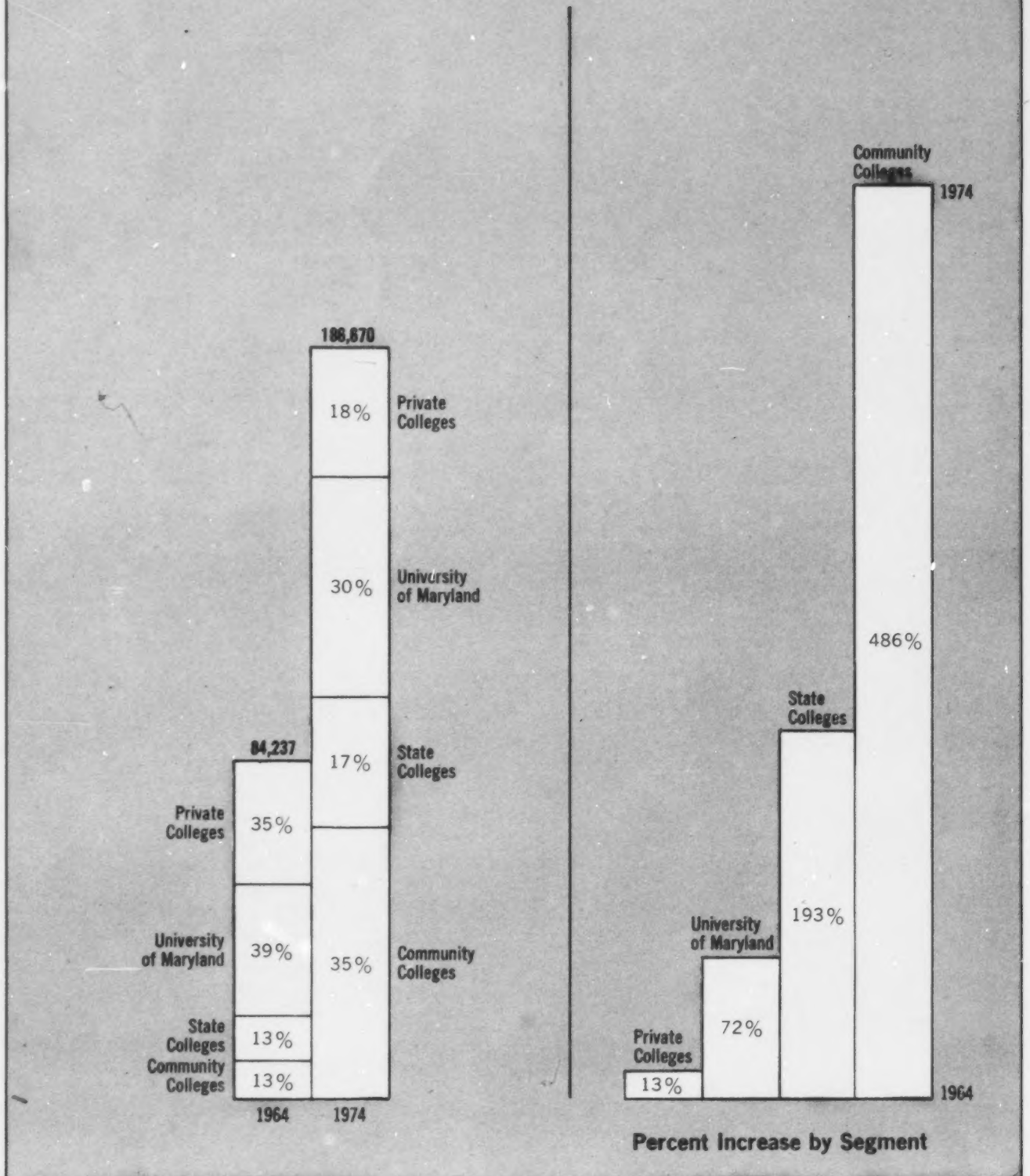
Figure 4, How Maryland Ranks in the Nation in Elementary and Secondary Education in 1972[1]



*ADA refers to average daily attendance figures

[1]Data used in these tables came from:
Ranking of the States, 1973 and 1984, (National Education Association Research Reports, 1973-R1 and 1984-R1).
Statistical Abstract of the United States 1973, (U.S. Department of Commerce, 1973), Ninety-fourth Annual Edition.

Figure 5, **Enrollments in Maryland Public and Private Postsecondary Education**



has a limit to the resources it can apply to education. The limit is affected by inflation, by the priority of other services, and by the total revenue available. At one point in educational history, higher education had the promise of a continuing and expanding Federal aid effort. Under current conditions it is unlikely that this aid will be forthcoming at sufficient levels to solve fiscal problems of postsecondary education now confronting the State. The way these conditions relate dictates that the existing State structure for postsecondary education is inadequate for the future.

The section that follows provides data to indicate the status of postsecondary education in relation to enrollment. It emphasizes factors affecting migration, attendance by various segments of the population, and support based on income and expenditures.

Postsecondary Data

Between 1963 and 69 there was an increase in the percent of high school graduates in Maryland pursuing postsecondary education. This increase extended from 44 percent in 1963 to 48 percent in 1969. Between 1971 and 1973 the percent of those planning to continue decreased from 48.8 percent to 41.4 percent.[1] In 1963 there were 29,000 high school graduates in Maryland; in 1973 there were 53,000.[2]

Migration data indicate that the number of high school graduates leaving Maryland between 1963 and 1968 to attend postsecondary institutions decreased slightly with 28 percent of the graduating high school seniors going out of state in 1963 and 26 percent in 1968.[3]

Total public and private enrollment in Maryland institutions more than doubled between 1964 and 1974, from 84,237 to 186,670 students. Enrollment at the University of Maryland increased 72 percent; State colleges increased 193 percent; and community colleges increased 486 percent. The smallest enrollment growth took place in private colleges which increased only 13 percent.[4] Several factors accounted for such changes. These factors were increased birth rate following World War II, increased rate of involvement of all races, ages, and sexes in education, the increased availability of postsecondary education to more of the population, an expanding economy and new manpower needs. (Figure 5)

[1] *The Outlook for Enrollments in Higher Education in Maryland Through the 1980s,* (Maryland Council for Higher Education, February, 1974), pp. 26-27.

[2] *Facts About Maryland Public Education, 1973-74,* op. cit., p. 6.

[3] *A Fact Book on Higher Education,* (American Council on Higher Education).

[4] *Annual Report, 1975,* (Maryland Council for Higher Education, 1975).

The graphs in Figure 5 show that in 1963, community colleges served about 10 percent of the total postsecondary enrollment, and in 1973 about one-third of the total enrollment.[1] Enrollment in private institutions in the State decreased from 36 percent in 1963[2] to 18 percent in 1973-74.[3] Between 1960 and 1970, Maryland had approximately 18 percent increase in enrollment per year; between 1963 and 1973, the growth rate was approximately 10 percent per year; for the period between 1969 and 1973, the growth rate was only 8 percent per year.[4] For example, there is a greater growth in part-time as compared to full-time students; greater growth in older students as compared to students enrolling immediately after high school; greater growth in the public as compared with the private sectors; an increase in the number of women enrolled as compared to men; and greater growth in the percent of black students as compared to non-black.[5] In fact, black student enrollment has almost doubled in the State over the last four years. In 1973 black students represented 18 percent of the total enrollment in public postsecondary institutions, as compared to 12 percent four years before.[6]

Growth factors for the decade of the '60s for Maryland are listed in summary form in Figure 6.

Figure 6, Comparison of Growth Factors in Postsecondary Education

Factors

Less Growth	More Growth
men	women
non-black	black
full-time	part-time
private	public
younger student	older student
State Colleges and Universities	Community Colleges

[1] *The Outlook for Enrollments in Higher Education in Maryland Through the 1980s,* op. cit., Tables 8 and 9.

[2] *Private Higher Education in Maryland* (Maryland Council for Higher Education, June, 1973), Table I, pp. 1-2.

[3] *Higher Education Data Book, 1973-74* (Maryland Council for Higher Education, 1974), p. 36 and p. 64.

[4] *The Outlook for Enrollments in Higher Education in Maryland Through the 1980s,* op. cit., pp. 3-5.

[5] *Ibid.,* pp. 8-14.

[6] *The Outlook for Enrollments in Higher Education in Maryland Through the 1980s,* op. cit., Table 12.

Graduate Enrollment

Enrollment in graduate level training in the State was an estimated 25,000 students[1] during 1973, including 3,900 first profession students[2] in the fields of medical, dental, legal, social and allied professions. In these fields in 1973, approximately 1,900 graduates enrolled in the University of Maryland and about 2,000 in private institutions which include 1,200 persons at the University of Baltimore.[3] Total graduate enrollments are summarized in Figure 7.

Data concerning the number of Marylanders who go out of state to attend college as compared to the number of residents of other states who attend college in Maryland show an interesting trend. The attractiveness of higher education in Maryland to out-of-staters is slightly declining. Maryland ranks as the thirty-fifth state in attracting out-of state students.[4] A much higher proportion of out-of-state students attend nonpublic institutions in Maryland as compared to public institutions.

Information concerning the number of Marylanders who go out of state to attend higher education is limited. One study conducted by the Maryland Council for Higher Education of the 1973 high school graduating seniors indicated 14.6 percent desired to attend out-of-state institutions.[5] In summary, there are an estimated 26,000

[1] *Higher Education Data Book, 1973-74*, op. cit., p. 64.

[2] *Report of the Committee to Study Higher Education in Baltimore Metropolitan Region*, Part Two: Appendix (Maryland Council for Higher Education, December, 1974), p. 83.

[3] *Report of the Committee to Study Higher Education in Baltimore Metropolitan Region*, op. cit., p. 83.

[4] *A Fact Book on Higher Education*, op. cit., p. 73.175. (As of September, 1975, the quota for out-of-state students in State Colleges will be raised to 20 percent from the current 15 percent level.)

[5] *Higher Education Data Book, 1973-74*, op. cit., p. 35.

Figure 7, Total Graduate Public and Private Enrollment in Maryland 1969 and 1973

	1969	1973*	% Increase
1st Professional			
Public	1,491	1,854	17%
Private	1,819	2,022	11%
Total	3,310	3,876	29%
Graduate			
Public	11,893	13,798	16%
Private	4,986	7,999	60%
Total	16,879	21,797	29%
Total, 1st Professional and Graduate			
Public	13,384	15,652	17%
Private	6,805	10,021	47%
Grand Total	20,189	25,673	27%

* The changing of University of Baltimore to a public institution on January 1, 1975, will cause a drastic change in these proportions.

non-residents of Maryland attending higher education institutions in the State. The number of Maryland residents who are attending out-of-state institutions of higher education is an estimated 30,000.

Financing

The Maryland effort to finance higher education has created considerable discussion over the years and continues to be a major concern to many Marylanders. One of the critical questions in this discussion is: Does Maryland provide sufficient resources to sustain and improve higher education for its people? Some comparative data will allow closer examination of this question.

Expenditure in Maryland for higher education has, over the decade, ranked low in comparison to per capita personal income in the State. (Figure 8) In 1962, Maryland ranked thirty-ninth among the states[1] in per capita State expenditure for higher education; in 1971, the rank was thirty-eighth.[2]. Per capita income, however, has been high over the decade, ranking ninth in 1962 and tenth in 1972. Because these figures do not include any local funding provided to community colleges, but do include some support to private higher education some argue that this ranking is not accurate for Maryland. However, even when local funding and support to nonpublic higher education are considered in the estimate, the rank and level of funding for Maryland show only slight improvement.

The ranking based on dollars provided per full-time equivalent students in Maryland is not much better. In 1973-74, for example, Maryland spent $1,405.09 per full-time equivalent student. This ranked Maryland at twenty-seventh among the States, within a low of $621.54 to a high of $2,339.90.[3] Therefore Maryland's level of support for higher education, in comparison to other states, places it slightly below the mid-range. Maryland's wealth is among the top 10 states in the nation. Such a disparity between wealth, as determined by personal income and the level of support provided for higher education is a matter of considerable concern to many Marylanders.

[1] *Ranking of the States, 1964*, op. cit., Table 7, pp. 28-34.

[2] *Statistical Abstract of the United States, 1973*, op. cit., Table 528, p. 326.

[3] Calculated from Maryland Council for Higher Education FTE Data, and Chambers, M. M., *Appropriations of State Tax Funds for Operating Expenses of Higher Education, 1973-74* (National Association of State Universities and Land-Grant Colleges, Office of Research and Information, November, 1973).

Conclusion

Data on postsecondary education in the State indicates that the community college will be the area which will most likely continue to grow. If societal conditions continue to limit the need for four-year postsecondary education and the adult segment of the population continues to be interested in job oriented vocational opportunities, the community colleges will continue to expand. Tied into this expansion are changes in student attitudes. The idea that the four-year liberal arts curriculum was ideal for societal mobility has been replaced in the thinking of youth by the reality that employment opportunities and rewards can be equally as great for the high school graduate with some advanced training. The post industrial period also dictates that the rapidly changing manpower requirements will call for a significant increase in educational opportunity for adults.

Enrollments have probably peaked for most areas of postsecondary education. Even with the influx of new segments of the population, the long-range forecast suggests enrollment decline for the university, state colleges and private institutions. Manpower requirements have restricted the need for advanced graduate training in some areas of education. Unless requirements change, many graduate programs will be affected. Costs which have grown at a phenomenal rate with enrollments and inflation are still related to the peak expansion period of the '60s. A nostalgia for a return of the conditions of the '60s still prevails.

Higher education has had a history of individuality of purpose over the years. By its very nature, the propensity of public interest up to recent times has been to keep it diversified on a statewide basis. That is, institutions of postsecondary education planned their own futures and sought their own resources, but cooperated only to a limited degree with other institutions in the State.

Such historical individuality has not been conducive to cooperative interaction needed for common purpose in postsecondary education. As long as student enrollments increased and State and national resources continued to allow for individual institutional growth, there was no great need for cooperation. The economic scene has changed over the last few years and cooperation has become a matter of necessity for individual programs and institutions to continue to serve their constituencies effectively.

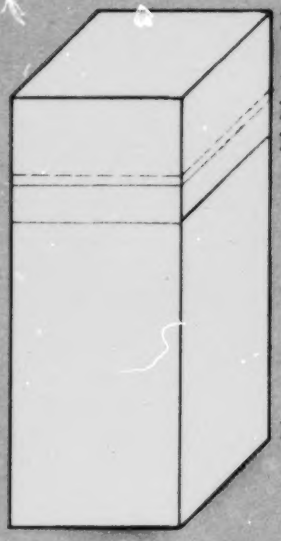
The current tripartite governance arrangement established an initial departure from the traditional

Figure 8, How Maryland Ranks in the Nation in Higher Education[1]

Per Capita State and Local Expenditure

Per Capita State Expenditure

Per Capita Income



[1] Data used in these tables came from:
Ranking of the States, 1973 and 1964, (National Education Association Research Reports, 1973-R1 and 1964-R1).
Statistical Abstract of the United States 1973, (U.S. Department of Commerce, 1973), Ninety-fourth Annual Edition.

institutional posture of higher education. This structure, in part, was a response to the State's need to oversee the development of postsecondary education. However, it was only an initial step which now has been demonstrated to be ineffective to meet current conditions and projected needs. Future projections indicate that even greater demands will be placed on this educational structure which it was not designed to handle. For these reasons it becomes increasingly important that a governing structure be implemented that provides for broad pervasive inter-institutional cooperation.

Summary

The data presented in this chapter, coupled with information drawn from the many presentations made to the Commission, clearly establishes the need for reform in the structure of education in the State. For example, the increased complexity of education and the lack of any integrating and coordinating mechanism was found to be a major weakness. The competitive perspective among the institutions, the various segments, and the two levels was considered as another reason for change. The need for increased accountability, both fiscal and process, in a period of reduced resources but increased demands for better and more varied services, was another concluding reason for change.

Outlined below are the changes the Commission believes this report will produce in education in the State.

Elementary and Secondary Education

—A strengthening of the humanism and responsiveness of education to students and parents.

—A development of new approaches to solve contemporary problems.

—A new method of helping the handicapped and other special students, including the gifted.

—A new and improved relationship between elementary and secondary education, and postsecondary education.

Postsecondary Education

—An improved arrangement for achieving greater cooperation between institutions, between the segments, and between institutions and the State general government.

—An increase in the trust and feeling held by people as to the place, value, and contribution which postsecondary education makes to their lives and to the State.

—A more orderly and systematic way of achieving consensus and in determining policy for institutions and for the statewide system.

—A more sensitive and responsive educational establishment with increased accessibility to adults, minorities, and part-time students.

In general, the Commission found that the people of the State favor education and see it as one of the more progressive and hopeful institutions in society. The people of the State also seem willing to continue to make the high level financial commitment that education requires. However, at the same time they speak clearly and decisively on the need to know more about the educational enterprise, and whether or not the bulk of the tax resources provided is being used to the best advantage of the people. The intent of this report is to establish a structure which will listen, understand, and respond to the challenge.

Chapter III

RECOMMENDATIONS OF THE COMMISSION

Introduction

Prior to arriving at the recommendation phase of its work, the Commission studied in depth the existing structure and governance in the State and the way it functions. In addition, it made an assessment of the public view of education and engaged the services of several well known consultants in the field of educational governance, both from within and without the State. The Commission members also brought with them a knowledge of their own involvement in various levels of educational policymaking. These, as well as other sources of information, provided the Commission with background to formulate a new order for the educational structure of the State.

The uppermost concern of the Commission throughout its deliberation and study was to hold the student's needs in a priority position. It was difficult to draw many direct cause and effect relationships between elements of structure and governance and the learner. The Commission was concerned about the apparent loss of status of the individual student in the large and complex setting of education today. The layers of bureaucracy and administrative processes often seem burdensome and unnecessary. The labyrinth of educational and governmental boards, offices, and agencies often are duplicated and unnecessarily competitive. To many people, maintaining the educational establishment seems more important than promoting better teaching and learning in the classroom. The phenomenal rate of increase in the cost of education is causing much concern, not only for the typical taxpayer but also for many parents who wonder whether or not they can afford a college education for their children. Therefore, the Commission seeks to strengthen the relationships between students and structure and governance of education.

The real task for the State is to plan, organize, and deliver services to satisfy the educational needs of students. Those needs and aspirations may be academic, vocational, aesthetic, or simply to increase a personal knowledge base. The purpose of educational governance then is to deliver a variety of services to best match a diverse student population with an ever changing array of educational needs.

The planning, organizing, operating, and evaluation of these services are essential tasks of the professional educational community led by lay policymakers. It is the State's responsibility to provide equitable funding for these services. Already about 56 percent of the total annual public revenue collected by State and local governments is expended for education, excluding capital expenditures. Education, either directly or indirectly, touches the entire populace of the State, and affects the goals, aspirations, and futures of virtually all of its people.

The existing structure for education within the State has allowed for diverse and expansive growth. This existing arrangement worked very well through a period of rapid growth in enrollments and in population increases, all taking place under the umbrella of an expanding economy. This structure has served education well through critical periods. Many of the conditions have changed; therefore, it is quite logical for the State to consider alternatives to existing governmental arrangements for education and to seek structural improvement.

One of the first and most obvious needs of education is a better method of communicating with the public. A second major need is for the structure at the State level to assume a comprehensive view and an interest in more than one segment of education. A third need is to charge the structure with the responsibility of making a comprehensive statewide assessment of progress toward the accomplishment of practical and feasible objectives.

Some of the results the Commission expects from the new structure are outlined below. The Commission perceives that considerable improvements could be made in each of these areas:

1. An organizational arrangement which is open and available for public involvement and comment; one which invites and solicits outside observation and evaluation.
2. A pattern of governance which feeds back to all clientele an annual appraisal of the effectiveness of the system in meeting generally agreed upon goals and objectives of education.
3. A structural pattern in which responsibility and authority can be quickly and firmly placed and readily accepted.
4. A structure which spends considerable time and resources on contemplating alternatives for the future of education, and directly addresses the policy adjustments necessary to bring change and adaptation into the system.
5. A philosophy of governance which recognizes education as a lifelong and continuing opportunity which engages people in pleasing and satisfying experiences leading toward both personal and societal advancement.

State Level Structure

The overall structure recommended by the Commission is depicted on the following page in Figure 9. The solid lines indicate direct and formal relationships, while the dotted lines indicate indirect and informal relationships.

The Commission recommends that the State level structure be headed by two boards composed of citizens: a State Board for Elementary and Secondary Education, and a State Board for Higher Education. Each board shall have 15 members appointed by the Governor for staggered six year terms. At the time of appointment, one person shall be appointed from each of the Congressional districts for each board, with the remaining appointed at-large. If redrawing of Congressional district boundaries leaves a district without representation, the next at-large position should be from that district. To maintain the balance between district and at-large seats, the person's district seat which was "displaced" by redistricting shall be reclassified as an at-large seat. For the original board, five members shall be appointed to serve terms of two years, five shall be appointed to four-year terms, and five for six-year terms. Once the initial terms have been completed, no board member shall serve for more than a total of 12 years. Each board also shall choose a chairman from its membership.

Each of the two boards shall choose an executive officer, called the Commissioner of Elementary and Secondary Education and the Commissioner of Higher Education. They shall be professional educators. These officials shall be appointed by the boards they serve, under a contractual arrangement for not more than four years, and shall be eligible for reappointment.

Both boards shall sit as a joint board in not less than four sessions annually. In joint sessions the body shall be known as the Joint Education Board. The two boards shall meet in joint session for a number of purposes, one of which shall be the nomination of a Chairman whose official title shall be "Chairman of the Joint Education Board." The complete nominating process shall consist of the board selecting three qualified candidates for presentation to the Governor. The Governor shall select the Chairman of the Joint Education Board from this list of nominees. The joint board may not select from its membership a candidate for this position. The Chairman shall be a salaried and full-time employee of the Joint Education Board. The Chairman shall be authorized to cast the deciding vote in case of a tie. This Chairman shall serve as spokesman for education in the Governor's cabinet and for other purposes the joint board declares. The two Commissioners shall sit in cabinet meetings in a non-voting, ex-officio capacity. The Chairman of the Joint Education Board shall preside over meetings of that board and shall sit in ex-officio, non-voting capacity in the meetings of each of the other two boards.

The Commission further recommends that each of the two State boards, after all necessary communication with the constituent boards, institutions, and agencies, shall develop and approve their own budgets before passing them to the Joint Education Board for transmittal to the Governor. It is understood that the staff of the State Department of Elementary and Secondary Education shall develop its budget in conjunction with the local boards of education for approval of the State Board for Elementary and Secondary Education. The State Department of Higher Education staff shall work with individual institutions in developing the higher education budget.

The institutional governing boards shall have responsibility for the management of all operating funds within agreed upon broad categories of expenditure authorization, free of prior approval of line items by any State agency. Institutional boards are, however, subject to appropriate post audits to determine that institutional and program objectives are being met, and that proper fiscal management has been achieved.

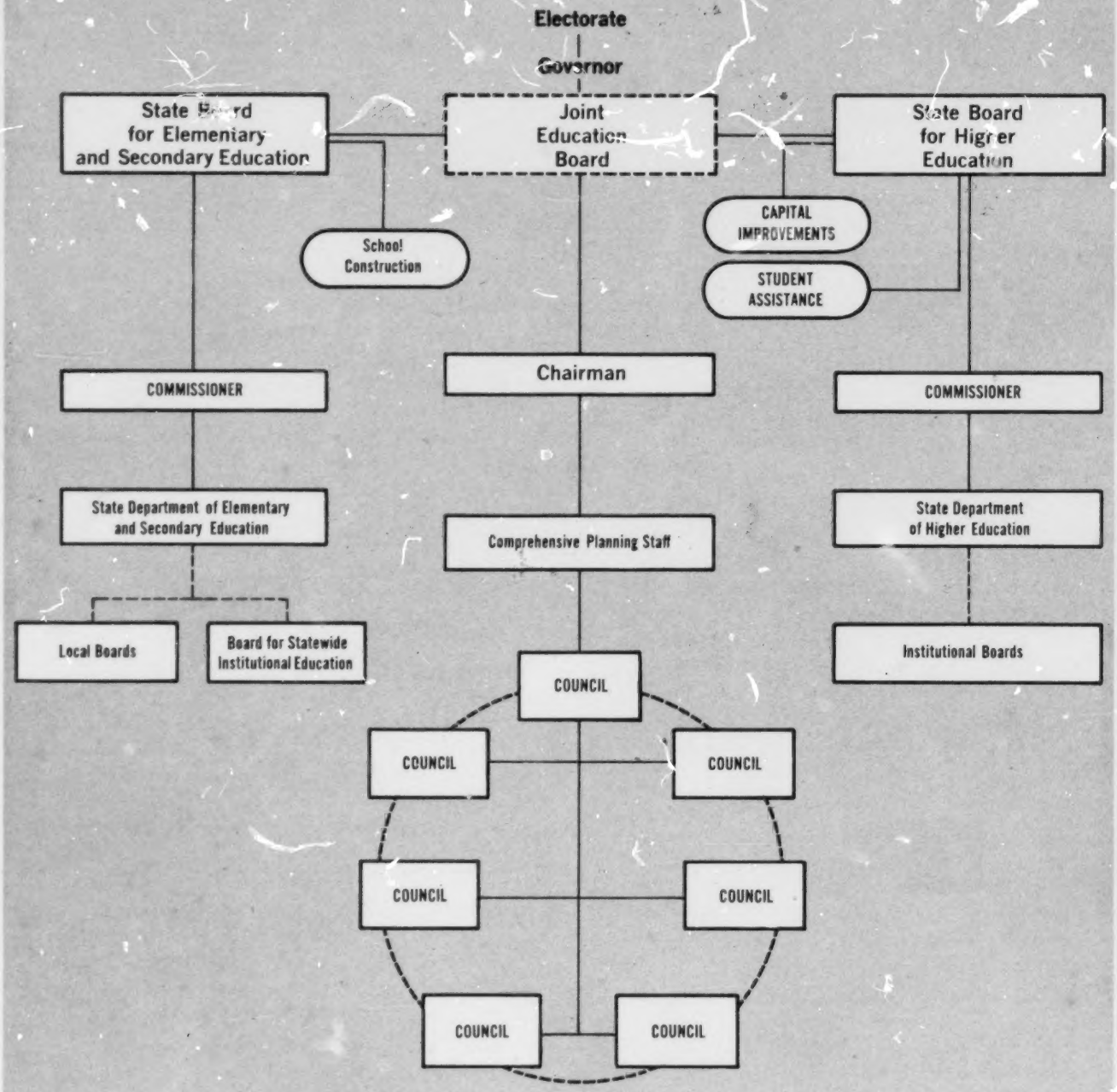
After receiving the two budgets, the Joint Education Board, through its Chairman, shall transmit the joint budget without amendment to the Governor. The Chairman has the responsibility of justifying and supporting the budget request in the executive budget making process. If the joint budget must be altered, the Governor shall send it back to the joint board which in turn instructs the two segment boards of the alterations necessary. After the two boards have reworked their separate budgets, the budgets are transmitted again in the same manner described above.

Duties and Responsibilities of the Joint Education Board

The Joint Education Board shall have the following duties and responsibilities:

1. Establish and implement policy for coordinating the efforts of the two separate boards.
2. Nominate and submit a list of three qualified candidates for Chairman, for selection by the Governor.
3. Select one of its membership to serve as vice chairman, in the absence of the Chairman.

Figure 9, Recommended State Educational Organization



4. Develop and implement a plan establishing and discontinuing Councils.
5. Approve appointments of Council members and missions of Councils.
6. Study, transmit, and support a joint budget without amendment to the Governor, and determine how much money each segment must cut or add if a revision is ordered by the Governor.
7. Perform such other functions as necessary to comply with its mission.

In fulfilling its responsibilities, the board also shall provide the necessary operational structure to carry out the coordinating function of the board.

Duties and Responsibilities of the Chairman of the Joint Education Board

The Chairman of the Joint Education Board shall be chiefly responsible for making the operational structure described above function smoothly. In addition to this, the following list of functions and responsibilities shall be assigned to the Chairman of the Joint Education Board.

1. Serve as spokesman for education in the Governor's cabinet and for other purposes the Governor requires.
2. Preside over the meetings of the Joint Education Board.
3. Sit on both of the other boards in an ex-officio, non-voting capacity.
4. Transmit the education budget without amendment to the Governor and justify and support it before the Legislature.
5. Carry out the administrative processes decreed by the Joint Education Board and assume responsibility for achieving inter-board coordination.
6. Appoint citizens to the Councils, subject to the approval of the Joint Education Board.
7. Serve as chief administrative officer for all staff designated to serve the Joint Education Board and Councils.
8. Perform any additional duties assigned by the Joint Education Board.

The Commission sees a more unified educational structure to increase coordination not only between the different educational segments, but also between outside departments and agencies. For example, the Chairman of the Joint Education Board could open new lines of communication with other State agencies, such as the Department of Transportation, to interrelate departmental missions.

The Councils

Councils are recommended as a logical extension of the capacity of the Joint Education Board to assist the educational structure in coping with the complexities of the future. The establishment of Councils is a new concept designed to serve very distinct needs. The needs for such Councils fall into three clear categories. The first category of need is for a unit of educational governmental apparatus to plan, organize, and monitor services which do not clearly fall within the separate purviews of either of the two major segments: elementary and secondary education, and postsecondary education. The second category of need fulfilled by Councils is to provide a stance of advocacy for students who have special needs and requirements that tend to be disregarded by the on going system. A third category of need is to advocate reform and new procedures for adoption in both of the segments of educational activities.

The Joint Education Board shall establish Councils to deal with problems which affect all of education. The Joint Education Board also shall determine the scope of each Council as it perceives a need to exist. Where relevant, the assignment for a Council might sweep the entirety of education, for example, a Council on education technology.

The membership of the various Councils shall be appointed by the Chairman of the Joint Education Board. The Chairman's appointments to the Councils shall be confirmed by the joint board. Also included in the joint board's responsibility for the Councils would be to determine the respective number of members each Council would have and the scope of assignment each Council would undertake. The Chairman and the joint board in making Council assignments and appointments shall be obligated to follow the criteria listed below:

1. All Councils shall be made up of two categories of appointees, members of the Joint Education Board and persons who do not sit on this board. Non-board members shall constitute a simple majority in each Council.
2. If the scope of assignment for a Council includes all of education, the appointees from the board membership shall consist of an equal number chosen from the State Board for Elementary and Secondary Education and the State Board for Higher Education.
3. Specialists with expert knowledge shall be eligible for Council appointments.

Councils are conceived for the purpose of bridging the gap in communications and in overcoming the apparent lack of cooperation between the various segments of education in the State. Areas of concern which the Commission recommends for immediate attention of the Joint Education Board are:

a. A Council on teacher education, certification, and institutional accreditation to serve as the connecting link between public and nonpublic education at the State level. The function of this Council would be to set standards for accreditation and certification and to establish criteria for the approval of programs in nonpublic institutions.

b. A second Council to study the needs of vocational-technical or career education, including continuing education. The function of this Council would be to determine on a statewide basis future manpower requirements and need for different types of vocational-technical and continuing education. This Council could also develop an annual plan for the coordination of vocational-technical education among the various segmental parts of education.

c. A third Council on special education to be charged with the responsibility of developing a statewide plan for education of the handicapped, in which a clear and precise role is described for both the private and public education sectors. It is apparent that this Council would need to confer periodically with the Council described under letter "d" for specific coordination, overall responsibility and direction.

d. A fourth Council on educational services administered by State agencies other than the two new State Departments of Education to study the educational programs in these agencies. Further, this Council could develop an annual plan for educational programs and oversee as well as develop strategies for stronger coordination among the various levels of involvement.

e. A fifth Council on educational technology and communications to plan and organize a response to the challenge of providing educational television, radio, and other forms of modern communications, including computerized instructional management and computer-assisted instruction, to facilitate the learning process throughout the total educational systems in the State. This Council could be responsible for the planning and organization of resources and facilities to expedite the adoption of new educational technologies in the classrooms.

f. A sixth Council on planning to be responsible for analyzing options for the future of education in the State and to determine the feasibility of adopting various alternatives. Major reform measures on a statewide basis could be contemplated by this Council.

g. A seventh Council on nonpublic education to conceive new and different methods for more extensive cooperation between the various components of both the public and nonpublic sectors.

Each Council would have a small staff which falls under the overall supervision of the Chairman of the Joint Education Board. The Councils are not foreseen as permanent bodies; but bodies which can be phased out after their purposes have been fulfilled. The joint board shall be responsible for the creation and discontinuation of these Councils. Further, it is clearly intended that the joint board will create new Councils as needed to assure proper explorations of major areas of educational concern in the State. These Councils should also develop a capacity to respond to critical problems and high priority needs in their respective areas of concern. Therefore, it is assumed that a reservoir of knowledge and capability will develop in each Council and also will be shared with any part of the educational system which desires help in an area which coincides with a Council's responsibility.

The comprehensive responsibility of each of the Councils is to develop an annual plan, translating high priority aspirations for educational change into action steps. The annual plans for improvement produced by the Councils shall be submitted to the State Board for Elementary and Secondary Education or to the State Board for Higher Education, or to both if the content of the recommendations call for related action by each body. After receiving the annual plans of each of the Councils, the State boards shall be obligated to submit an action report back to the Councils as to the disposition made of the recommended changes. In the event no action is taken, the resulting response of the concerned Council could include revision and resubmission. The entire middle portion of the organizational structure is designed to serve as an important high level change agent operating comprehensively as a series of planning Councils devoted to the task of achieving positive change in education.

Duties and Responsibilities of the State Board for Elementary and Secondary Education

The State Board for Elementary and Secondary Education sits in a strategic position for determining the future of elementary and secondary education in the State. It must be aware of the difficulties inherent in the assumption of excess control. Neither can it permit biased or prejudiced action of local school boards. In addition, the State board must understand, appreciate, and be open to the recommendations of professional educators. Nor can it capitulate to unreasonable, impractical and bureaucratic excesses which are common to large and complex organizations.

The State Board for Elementary and Secondary Education should establish guidelines which continuously guard against the exercising of more authority than necessary in regulating elementary and secondary education. Local control of education is an important and essential criterion and should be safeguarded in as many ways as possible.

The major functions of the State Board of Elementary and Secondary Education shall be the same as those specified in Chapter II of Article 77 for the existing State Board of Education. The functions prescribed in Article 77 are to be altered to comply with the recommendations made elsewhere in this report which have the effect of bringing the Baltimore City school system under the purview of the new State Board for Elementary and Secondary Education.

The additional duties and responsibilities assigned to this board include:

1. Select a Chairman for the State Board for Elementary and Secondary Education from among its membership.
2. Appoint a Commissioner of Elementary and Secondary Education.
3. Approve the budget for the State Department of Elementary and Secondary Education and special State funded programs.
4. Respond to the plans and proposals advocated by the Councils created by the Joint Education Board.
5. Designate standing committees with membership from local school boards, superintendents, supervisors, principals, and teachers for the purpose of responding to the major policy alternatives under consideration by the board prior to the adoption of a final solution.
6. Serve as the State board for vocational-technical education as prescribed by Federal law.
7. Designate seven of its members to serve on a permanent sub-committee, with direct staff assistance, to establish policy and programs for all special populations within the State, including the gifted.
8. Administer the public school construction program as specified in Section 130A of Article 77. The board shall establish the necessary relationships with the Departments of State Planning and General Services.
9. Establish policy and programs in elementary and secondary education, including early childhood education, to be carried out by the State Department of Elementary and Secondary Education.

The State Department of Elementary and Secondary Education

The State Department of Education under the present State board has established a commendable reputation of providing effective leadership and services to the entire elementary and secondary educational community. However, the Commission did find some concern in the State about the growth of the agency. Also, some questions have been raised about the possibility of the department usurping too much control and authority from local educational systems. The State Department of Education shall become the State Department of Elementary and Secondary Education. Some steps which the new State Department of Elementary and Secondary Education should take to improve its relationships and strengthen its leadership capacity are outlined below:

1. Make a comprehensive statewide assessment of the need and desirability for new and different services emerging from local educational systems.
2. Improve the departmental capacity to assist predominantly urban educational systems in meeting certain compelling needs. This report later recommends that the relationships between Baltimore City and the State Department of Elementary and Secondary Education be clarified and strengthened. The department should acknowledge this action by taking a new interest in the City school system and by utilizing its staff to offer expanded services to the Baltimore system.
3. Plan, coordinate, and expedite its services available to local school systems. The present State Department of Education is involved in many programs and activities and maintains a sizeable staff for the improvement of education on a statewide basis. However, there seems to be a considerable variation across the State as to the effectiveness of the present department's programs and

activities. A regional plan extending the services of the agency should be considered.

4. Provide total resource planning assistance for local educational agencies. The financial resources made available for the support of education at the local level come from a variety of sources. The State general fund support and the local revenue represent two major blocks of funds. However, in addition to these, some local agencies receive additional funds from as many as 10 different streams of Federal assistance and up to as many as six additional State supported categorical programs. Local agencies, particularly those which cannot afford the luxury of planning and financial accounting staffs, have some difficulty in adequately planning and allocating the resources in such a way that they obtain the greatest return for their efforts, or achieve the most benefit across a wide spectrum of instruction. Techniques of performing better planning and more purposeful methods of allocating resources are known. The State Department of Elementary and Secondary Education will be in a strategic position to study such methods, adapt them to fit the unique situations in the State, and demonstrate them to local school systems when there is a need and an interest in improving the resource allocation process.
5. Offer consultation and technical assistance in establishing the new structure recommended in this report. The capability of the present State Department of Education to be the dominant leadership force in elementary and secondary education has far outdistanced any other aggregation of both financial and human resources in the State. The new department could take on a more positive image by aggressively pursuing a coordinated plan for a better education delivery system across the State. The department also can assist in providing technical assistance in the establishment of the new structures recommended in this report.

Local Boards of Education

The Commission studied the duties and responsibilities of local boards of education and the relationships between local boards and the State. Intergovernmental connections between local boards and other elements of local government also were reviewed. The Commission agreed that available evidence did not justify major recommendations for structural changes in local boards of education. Several recommendations in Chapter IV do suggest improvements in the operation and routine functioning of local school systems including policymaking actions of local boards of education.

The Commission expressed concern about whether local boards of education should be appointed or elected. Research on this issue did not give a conclusive answer. Neither did the history of services of many of the elected boards now in place in the State provide any clear answer. The practice of gubernatorial appointment of local school board members in 16 counties continues. (The Mayor appoints the Baltimore City School Commissioners.) This condition is somewhat unique to the State of Maryland and it seems satisfactory to many people.

The Commission concluded that the method of selecting local school board members to serve each subdivision should be left to the people of that jurisdiction. The Commission did wish to reiterate its strong position that control of education by local boards is an important and essential criterion and must be safeguarded in as many ways as possible.

Statewide Board for Institutional Education

The Commission found the existing arrangement for a delivery of educational services to handicapped children in health related institutions and to youth in correctional facilities to be unsatisfactory. Basic components found lacking or nonexistent were: a spokesman for institutional education; an overall commitment to guarantee services; instructional supervision; funding strategies; and an effective link between the State Department of Education and other relevant agencies The Commission believes that such prevailing conditions for institutionalized populations of the State necessitate the creation of a better system for the delivery of educational services to these populations.

The Commission recommends that a Statewide Board for Institutional Education be established with equal status and a similar policymaking and administrative structure to the other 24 local systems in the State. The board membership should consist of representatives chosen from the following categories: public and private mental health, criminology, special education, parents and other citizens. With such diversity in membership, an exceptional insight should be used in formulating policy for the special needs of the institutionalized youth of the State.

The special district and board should strengthen the educational programs in institutions, the working relationship with the State Department of Elementary and Secondary Education, the local educational systems, the Department of Health and Mental Hygiene, and the Division of Corrections. The resulting benefits should be:

improved communications between local systems for re-entering students into regular programs, a more comprehensive application of research, and better techniques of teaching. The basic premise of this new structure must be to strengthen through consolidation the administrative, instructional and coordinating arm of educational programming while continuing to work in unison with the therapeutic and rehabilitative efforts of the institutions.

Duties and Responsibilities of the State Board for Higher Education

The State Board for Higher Education shall be a planning and coordinating body and shall identify and prepare plans for program development in the field of higher education. In addition to meeting regularly this board shall:

1. Select a Chairman for the State Board for Higher Education from among its membership.
2. Appoint a Commissioner of Higher Education.
3. Make overall policy of a planning and coordinating nature for all of postsecondary education.
4. Formulate goals for higher education, as well as develop measurable objectives for monitoring the annual progress made toward achieving goals.
5. Review and approve institutional budget requests and develop a unified State budget for all higher education.
6. Operate a general and fiscal control information service.
7. Review and approve all new and existing programs.
8. Identify institutional mission.
9. Oversee capital development and improvement.
10. Determine the need for student financial assistance and find methods of administering student assistance programs.
11. Establish guidelines for tuition and fees for the State Colleges and Universities throughout the State.
12. Assess State needs for manpower and propose programs which meet these needs.
13. Establish procedures to assure freedom and flexibility for inter-institutional transfer throughout the State's postsecondary educational system.
14. Establish general guidelines for faculty and administrative salaries.
15. Respond to the plans and proposals advocated by the Councils created by the Joint Education Board.
16. Prescribe the minimum requirements for issuing all certificates and diplomas, and academic, collegiate, professional, or university degrees for public and private postsecondary institutions.
17. Administer State funds for private postsecondary educational institutions and assure that the purposes for which such funds were appropriated are met.
18. Serve as the State postsecondary planning commission called for in Federal law.
19. Determine the internal structural arrangement and staffing pattern necessary to perform its function.
20. Call an annual meeting of members of all institutional governing boards.

The State Board for Higher Education shall be made up of 15 members. In appointing the original board, as well as subsequent boards in the foreseeable future, the Governor will need to be mindful that this board will be serving four segments of higher education which were previously served separately. Four members shall have a familiarity with the community college functions, four with the State college mission, four with university objectives and purposes, and three with the needs of nonpublic education. The State Board for Higher Education shall maintain four standing committees with each committee given the assignment of developing alternative policy recommendations for each of the four segments. Such an intra-board arrangement would assure each of the four segments of higher education that their unique functions and special needs were being given a fair hearing in the development of coordinating policy by the State Board.

The State Department of Higher Education

Under the proposed structure, a small unit for facilitating the goals and objectives of postsecondary education will be created. This unit will serve all areas of postsecondary education which receive state support. This unit will report directly to the State Board for Higher Education and will implement its policies. This unit would be composed of qualified staff personnel now serving the State Board for Community Colleges, the State Board of Trustees for State Colleges, and the Maryland Council for Higher Education. The functions of this department shall be to:

1. Develop and maintain an information system that will support the efforts of all postsecondary education.
2. Provide a staff for operation of student financial assistance and capital improvement programs.
3. Develop a comprehensive plan of action for the State Board for Higher Education which addresses long

range concerns for the continued improvement of postsecondary education.

4. Plan for allocation of Federal funds authorized for expenditure on a statewide basis.
5. Develop an annual budget in conjunction with individual institutions.
6. Provide technical assistance to institutions of postsecondary education.
7. Carry out duties as assigned by the State Board for Higher Education.

The preceding material describes the official bodies and functions which would be created by law. The law which establishes the State Board for Higher Education should also provide it with bylaw making authority to be exercised in the establishment of coordinating policy for postsecondary education in the State. Such action would assure that the well established principle of bylaw making authority exercised by the existing State Board of Education in behalf of elementary and secondary education would be extended to higher education.

The creation of the aforementioned structure for the State level coordination of postsecondary education will replace the existing Maryland Council for Higher Education, the State Board of Trustees for State Colleges, and the State Board for Community Colleges.

Institutional Governing Boards

Each of the public postsecondary institutions in the State shall have a governing board of not fewer than five or more than 15 members appointed by the Governor and confirmed by the Senate. These boards will be responsible for the operational functions of the institution. Branches or campuses of an institution may be either governed separately or jointly, upon the approval by the State Board for Higher Education of a plan for governance. Prior to the final approval of a plan of institutional governance for multi-campus institutions such as community colleges and the University of Maryland, the State Board for Higher Education shall hold well publicized public hearings and shall avail itself of other avenues of insights on all alternatives.

In addition, the boards have the following duties and responsibilities:

1. Appoint a president, or the chief administrative officer of the institution.
2. Establish policy regarding other personnel appointments.
3. Approve proposed budgets for the institution.
4. Develop policies which outline the rights and responsibilities of students, faculty members and administrators.
5. Develop goals and objectives for the institution.
6. Approve programs and major instructional endeavors of the institution.
7. Approve proposals for capital improvement projects for the institution.
8. Conduct a pre-expenditure audit of institutional fiscal operations.
9. Analyze and develop admission policies and student access policies.
10. Assume responsibility for overall policy regarding the makeup of student body, faculty and administrative staff with respect to race and sex.
11. Conduct periodic assessments of overall institution performance.
12. Perform other functions as necessary, such as holding regular meetings and attending the annual meeting with the State Board for Higher Education.

Boardsmanship

Throughout its deliberations the Commission determined that the overall quality of education was more dependent upon the general qualifications and commitment of members of boards of education than perhaps any other variable. All of the criteria which relate to success and accomplishment in the business and professional world and those which relate to public and community leadership have been used through history to identify potential school board members. More than anything else, the ideal board member is one who can devote a considerable portion of time and a commitment to the task of making educational policy.

The Commission felt it was essential that any person in the State who accepts the responsibility of serving on State, local or institutional boards of education should also willingly participate in a special orientation program designed for board members. The University of Maryland has offered such a program with some success to a limited number of members of local boards of education. The positive results of this program led the Commission to recommend that participation in an orientation process be established as a condition for accepting either appointment or election to any policymaking board in the State. Elsewhere in this report, the possibility of creating an educational policy analysis center at the University of Maryland is discussed in detail. The development of a

comprehensive orientation program, including consultations with existing members of boards of education, would be a reasonable and practical activity for the center to provide.

The complexity of serving on boards of education and the time required to do a thorough job have made board membership a very challenging public service. People with modest means must not be excluded from the opportunity of serving on boards of education. Therefore, it is proposed that members of boards of education serving both at the State and local levels should receive a modest monetary reward which at least reimburses them for expenses. This compensation should also assist the person who cannot afford to be absent from his place of work in order to serve on a board.

The complexities of the policymaking process have become so great in education that the services, time, and commitment required of effective board members is considerable. Some assistance in the way of secretarial services to board members may prove helpful in keeping them up to date on the many developments they must follow. If such assistance would provide positive benefits for overburdened members of boards of education, the necessary arrangements to provide for it should be encouraged.

Principles of Equality

The Commission recommends that the total educational system must be sensitive and responsive to the needs of minorities. The best method for meeting this requirement is to include minority members on all policymaking boards and staffs, and in other employment opportunities. Further, this sensitivity and responsiveness should extend to areas of instructional offerings and all other services provided by educational institutions. The State educational structure also must make provision to assure that, where necessary, corrective action be taken to comply with principles of equality. Methods of achieving the desirable ends in these areas include careful planning, monitoring operations, and making thorough evaluations of progress.

This Commission believes one of the purposes of education is to inform all students about the rights and responsibilities of all people. In order for the education structure of the State to keep good faith with this purpose, it is important to appoint representatives of minority groups to policymaking positions. Therefore, this Commission recommends that procedures be instituted by the Governor, other appointing officers and organizations to assure that adequate representation of minorities results from all personnel actions taken in compliance with the recommendations of this report.

Chapter IV

ADDITIONAL RECOMMENDATIONS

Introduction

In addition to the structural and governmental recommendations outlined in the previous chapter, the Commission made observations it felt compelled to pass on to the Governor and to the State. These observations will be presented in two sections, one for elementary and secondary education, and the other for postsecondary education. The rationale and support for recommendations made in this chapter are drawn from observations and information received by the Commission during its two year period of deliberation. Major sources of information were the series of public hearings and the extensive individual testimonies collected by the Commission. Another important source of information resulted from the research and study undertaken by the Commission and its staff. And finally, the analysis of various trends in other states and developments occurring throughout the nation gave the Commission additional data for this chapter.

Elementary and Secondary Recommendations

I. **Parent Advisory Councils**

A very distinct impression was created during the public hearing process that parents, and indeed many students, were frustrated by what they saw as a lack of personal interest in their welfare as expressed by teachers, administrators, board members, and even the entire educational system. Some efforts have been made in Baltimore City, Baltimore County, Montgomery County, and Prince George's County school systems to decentralize the process of administering educational programs. While such developments are commendable, the Commission would like to stress an additional approach to the problem of getting parents appropriately involved in the educational process at the school level.

Recommendation:

Parent Advisory Councils in elementary and secondary schools could be created to reconstitute a feeling that the institution or "establishment" does care for the individual. The advisory council in each school would be chosen through a representative process and would be given practical assignments that could include advising the school on the expenditure of funds; advising the principal on the purposes and programs of the school; exploring the need for parent education; and making an annual evaluation and presentation to the local board of education, both in writing and in person.

II. **Regional Services**

Citizens also expressed a desire for the present State Department of Education to decentralize segments of its operation to assure a better base of contact with the community and maintain a stronger delivery system to local jurisdictions.

Recommendation:

The State Department of Elementary and Secondary Education could place certain appropriate functions and a number of staff in regional settings. This placement could provide better services and a new dimension of educational planning in various regions of the State. This development could nurture a new interest, a new promise, and a new possibility of bringing about change in the educational establishment. This change could hopefully bring about a greater degree of responsiveness in local schools to the interest of parents and to the needs of students. A regionalization of staff of the State Department of Elementary and Secondary Education could logically lead to the development of regional service centers. The regional service center concept could be encouraged by special incentive appropriations made by the State. Another way of providing "start up" costs for regional service centers would be to systematically plan and allocate resources provided by the Federal government in such a way that they would increase the likelihood of the development and progress of regional service centers.

III. **Collective Bargaining**

Measurable improvements in educational management and teacher performance could be negotiated during the collective bargaining process as an approach to the problem of non-responsiveness of the educational system.

Recommendation:

Collective bargaining in elementary and secondary education in Maryland has been in practice now since 1968. The process has contributed much to the salaries, working conditions, and general welfare of the teaching profession. Now that the process has markedly improved teacher benefits in Maryland, it is time for the exertion of leadership in utilizing collective bargaining to more directly affect the learning of students. Both the teacher organizations and management should search diligently for

avenues which would work toward improving education for students. The Commission, after considering many alternatives in the area of collective bargaining, also recommends that the negotiating process take place between the local educational board and the designated bargaining agent representing the employees.

IV. Cooperative Arrangements

New agreements and other avenues of cooperation need to be established between education, local government, and industry to achieve better communication and to facilitate programs of mutual interest. Programs of mutual interest would include work study cooperative types of exchanges and the provision of inservice programs for employees of major industries and governmental agencies.

Recommendation:

Each local board of education could establish a standing council consisting of representatives of industry, local government, and education. This council could be responsible for designing and working out the practical problems involved in achieving a cooperative set of inter-relationships for part-time involvement of students in the work world of industry and government. A second possibility would be to establish programs whereby the educational system would provide facilities and instructional personnel to conduct inservice training and other appropriate instructional activities for industry and local government. Several spin-off benefits could accrue to education as a result of this process, such as new curricular offerings, a better application of technology, and a better informed and more performance oriented student clientele.

V. Equalizing Educational Opportunity

The equalization of educational opportunity and the provision of programs of approximately commensurate quality across all the jurisdictions of the State is a task that should be pursued diligently. The heavy dependence on local revenue for support guarantees unequal financing across the various counties and Baltimore City. In addition, changing conditions have brought a new sense of urgency into the question as to whether or not the Baltimore City school system should retain its autonomy.

The disparity in educational expenditures varies on almost a two-to-one ratio from the richest to the poorest county, despite the considerably increased state effort in providing State aid. Other variables in achieving a more equitable and adequate financing program include the effect of "municipal overburden" in such places as Baltimore City and Prince George's County; the difference in the cost of educational services from area to area; and the impact of very high cost programs such as those associated with special education services.

Recommendation 1:

Incentive funding at the county and State level could be established to encourage inter-county exchanges of ideas, processes, and resource people. This solution presupposes that social and legal barriers make an extensive mixing of racial, ethnic, and multi-economic level students virtually impossible; therefore, educational opportunities for all "locked out" students should be enriched or equalized through the provision of specialized programs, services, and special personnel throughout the State.

Recommendation 2:

The following proposal is made to alter the relationship of the Baltimore City school system to the State and to the other 23 school systems:

1. The Mayor of the City of Baltimore shall continue to appoint the Commissioners of the Baltimore City school system with the advice and consent of the City Council. The Board of Commissioners in turn shall select a Superintendent of Schools.
2. The Baltimore City school system shall continue to follow its present charter provisions and State statutory provisions with respect to matters of fiscal management and taxing powers.
3. Present provisions of collective bargaining for noncertificated employees in the Baltimore City school system shall continue.
4. The Baltimore City school system with the exception of the three points above shall adhere to the provisions of Article 77.
5. With the exceptions of the points noted above, the Commission recommends that throughout Article 77 of the Annotated Code, where the Baltimore City school system and the county school systems are addressed separately, that statutory revisions be made to equalize all relationships.

6. It is further recommended that Chapter 12, Article 77, dealing with the powers and duties of the Baltimore City Board of School Commissioners, be revised in accordance with the recommendations listed above.

VI. **Intergovernmental Relations**

Several important educational policy determinations should involve both the governing structures for education and similar structures for general governance. Areas requiring joint involvement include adult and continuing education, vocational-technical education, community services and community education activities. Cooperative services could be planned, both for education and for other purposes, much as public libraries now service dual needs in some areas of the State. In addition to continuing existing services such as the Community Schools Program, the community could provide new recreational services, unique adult education programs, food services, cable TV, public broadcasting, services for the aged, and perhaps some public health services. Such services would require cooperative funding and comprehensive planning.

Recommendation:

County and Baltimore City governments and local educational systems could establish a composite planning unit designed to better integrate and cooperatively fund and staff agreed upon services to simultaneously enhance education and community life.

Postsecondary Education Recommendations

I. **Institutional Goals and Objectives**

Higher education in the State does not have a set of unifying goals and objectives to direct its course of action. In some cases the goals and objectives of specific institutions overlap, resulting in program duplication, the oversupply of graduates in some fields, and inefficient use of resources.

Recommendation:

An immediate responsibility of the new State Board for Higher Education shall be to formulate a set of unifying goals and objectives that the institutions share in common, as well as those which clearly delineate each institution's unique mission.

II. **Educational Policy Analysis Center**

Higher education in the State underwent a tremendous period of growth and development during the decade of the '60s. There was an ever increasing number of students who aspired to obtain a college degree. A rapidly expanding national economy could absorb most college graduates. Higher education provided some protection from the military service. All of these conditions have now changed. For the next 15 years the growth pattern in higher education will certainly plateau and most likely decline. The institutions will, in most cases, have more capacity than is needed. Costs, due to inflationary factors, cannot be reduced at a rate commensurate with declining enrollments. Instantaneous programmatic adjustments cannot be made by institutions with large numbers of tenured professors. All these conditions add up to a difficult adjustment period ahead for higher education.

The University of Maryland is in position to play a key role in easing the strain on the State system of higher education over the years ahead. It would be desirable for the University power base to respond positively to the structural changes recommended in this report, or to such other changes which would serve to ease the difficulties for all postsecondary institutions in the State over the next few years. The University should utilize its capacity to conceptualize methods and ways of cooperating with all other postsecondary institutions in the State. The State in the period ahead will not tolerate inter-institutional conflict and undue competition. More of the capacity of higher education, particularly that residing in the University, should be directed at the solution of persistent, difficult, and complex problems confronting the State and its subdivisions. The State should find some way to aid and support the exceptional research and developmental efforts made by higher education to relate to high priority governmental and social problems.

Recommendation:

The University of Maryland should create a research and policy analysis center which would facilitate the State's progress in adopting the reforms, or

modifications thereof, to be made in the structure and governance of education. Such a center could provide short term and intensive inservice type programs for such clientele groups as new members of local, institutional and State boards of education and other personnel who find their roles dramatically changed by the structural reforms adopted by the State. Another important service area which could be provided by such a center would be one of continuous policy analysis for dramatic changes in State policy on critical educational issues. For example, some counties now elect members to local boards of education, while in others board members are appointed by the Governor. (In Baltimore City school commissioners are appointed by the Mayor.) At this time both processes seem to have advantages and disadvantages, but there is no clear answer to the question of the best method, or methods, for selecting members of local boards of education. This issue needs detailed study in order that better guidance be available for local school systems. Another type of program the center could facilitate would be a personnel exchange program between State level educational agencies and local school systems or institutions of higher education. An exchange program of this nature which would create the opportunity for State level personnel to change places with local and institutional personnel for a year or two would ease the misunderstanding, lack of communication, and bureaucratic tendencies. If initial experience with such an interchange program is satisfactory, it could be enlarged to embrace the interchange of administrators with teachers, the interchange of professors with college administrators, and even the interchange of business leaders with educators.

III. **Planning Responsibilities**

Several important factors have brought about the need for new functions and roles in postsecondary education. For example, more of the 17 to 24 age group are becoming interested in vocational and technical education rather than baccalaureate and liberal arts based work. Also, the disparity between the income level of college graduates and high school graduates is reducing very rapidly in our society. And, finally, in certain baccalaureate and professional fields there are more graduates than the economy can absorb. The State should approach the planning and provision of postsecondary education in a far more comprehensive and integrated manner than it has in the past. The Commission's studies indicate a fierce competition between institutions for students, and also the beginning of a trend to change instructional programs in an effort to attract additional students. Some institutions may even lapse into practices of downgrading the quality of another institution's courses or not accepting another's credits in order to fulfill self serving goals of attracting more students. Duplication of programs and activities will become more prevalent, while institutions will struggle to perpetuate past conditions. State colleges will likely try to assume more popular community college objectives.

Recommendation:

A comprehensive planning staff, with authority provided by the State Board for Higher Education, would produce a system for higher education with unity of purpose and direction. A small staff of highly competent professionals, with a needed number of support personnel would be necessary to achieve the planning goal. The existing efforts of the Maryland Council for Higher Education in data collection should be continued by the State Department of Higher Education. The State Board for Higher Education must take a strong advocacy role in interpreting, explaining, and relating to the people of the State the necessity for such activities. This planning staff also must be prepared to translate comparative data into coordinated policy alternatives upon which the State Board may act.

IV. **Student Financial Assistance**

For equality and for the enhancement of higher education opportunities in the State, major new considerations must be given to the need for student financial aid. The Federal government will likely request State educational agencies to administer the majority of the Federally based student financial assistance and loan programs. Also, the four major programs of State financial assistance for students are administered somewhat separately and in a fragmented fashion. Finally, no single source or authority in the State seems to be able to maintain a clear, complete, and precise body of information on the total amount of student financial assistance being provided. Perhaps more noteworthy is the fact that no one seems to have a comprehensive grasp of what the total need is for student financial assistance.

Recommendation:

All State programs of student financial assistance should be administered by a single office in the State Department of Higher Education under the auspices of the State Board for Higher Education. It is further recommended that this office be charged with the responsibility of making an annual assessment of the total need for student financial assistance across the State and the extent to which this need is being met by all sources.

V. Morgan State University

The State has finished the process of filing a plan for completing the desegregation of the public postsecondary education institutions. This plan was approved by the Office of Civil Rights; Department of Health, Education and Welfare on July 19, 1974. Among other things, the content of the approved plan clearly indicates that the State is to achieve compliance without destroying the historically black colleges. The plan proposes an improvement of these institutions as open, high quality centers of learning which would attract students for reasons other than race. These facts are summarized in the following quotation from the approved plan developed by a biracial task force and approved by the Governor.

> This Plan should not be construed as a device to destroy the historically black college. It is the clear intent of this Plan to enhance these institutions as open, quality colleges selected by students primarily on bases other than race. Further, in the carrying out of this Plan, the historically black colleges will not bear an unequal burden in the implementation of the desegregation process.[1]

Following the approval of the Maryland desegregation plan, a second task force was created by the Maryland Council for Higher Education to propose ways of fulfilling the previously stated mandate of the approved desegregation plan. A major recommendation of this second task force was to change the status of Morgan State College to a doctoral degree-granting urban university.

The Commission believes that ample evidence exists to support the elevation of Morgan State College to university status. This future development in the 107 year history of this institution will not only increase its contribution to the overall well being of the City of Baltimore, but would also improve the equality of opportunity for graduate education.

For Baltimore City to advance, there needs to be a strong comprehensive public university to develop leadership in order that the City's future political, business, industrial, and social life are provided an additional opportunity for improvement. A strong public university within the City will serve as an assurance that such developmental opportunities are provided. The Commission is aware of the qualitative criteria that should be utilized in determining the expansion of a comprehensive four year liberal arts institution to a university. Despite trends to the contrary in other states, the Commission rejects the concept that the title 'university' is meaningless. The Commission believes the criteria should have substantive elements, and that the institution offers potential for advancing teaching and learning and provides a noteworthy service to its community.

Recommendation:

The governing board for Morgan, as specified in Chapter III of this report, shall be established as a university governing board. Within one year of the enactment of statutes establishing separate boards of governors for the various public higher education institutions, the governing board for Morgan State University shall submit a five year plan to the State Board for Higher Education for its approval. The plan shall include, but not be limited to, the following statement of objectives and proposed methods of implementation:

1. Recommended doctoral programs to be developed and degrees to be conferred.
2. Description of faculty and staff development commensurate with the requirements of an urban university.
3. Proposal of research activities to support the advanced graduate programs of the university; and
4. Provisions for cooperative planning with the University of Maryland Baltimore City, University of Baltimore, Coppin State College, the Community College of Baltimore, and private institutions in the city:

[1] *Maryland Plan for Completing the Desegregation of the Public Postsecondary Education Institutions in the State, February, 1974,* (Maryland Council for Higher Education, February, 1974), p. f-2.

a. For providing diversity of educational opportunity for the citizens of Baltimore; and

b. For maximum utilization of the State's resources through sharing of facilities and non-duplication of programs.

VI. **Eastern Shore University System**

The Commission found that combining the resources of Salisbury State College and the University of Maryland Eastern Shore has been advocated by citizens, public officials, and educational leaders on the lower Eastern Shore. Support for the unification of educational programs and physical plan facilities has intensified in recent years. Relevant data indicates that wide disparities exist in comparing University of Maryland Eastern Shore and Salisbury State College.[1] It becomes increasingly clear that a merger of these two institutions would result in a better opportunity for students of both, better teaching and learning situations for all, and more adequate service to the community.

An institution created by uniting these two schools should be more economically efficient and biracially constituted. The Commission believes that the public interest requires a better utilization of all public higher education facilities on the central and lower Eastern Shore of Maryland, including Chesapeake Community College, whose complex financial and governance problems would require increased State support. There needs to be a diverse system of equalized educational opportunity for the estimated 5,000 students who will be enrolled in postsecondary programs in the area by 1980.

Recommendation:

A regional university system should be established to serve the Eastern Shore area of the State. Such a unified institution would provide expanded and diversified educational opportunities for the Eastern Shore. The initial components shall be made up of the University of Maryland Eastern Shore and Salisbury State College and shall be governed by a single board.

A regional university system subsequently could be expanded to include all other postsecondary educational resources in the region. For example, such a diversified system could include the research capacity of the facility at Horn Point, the two year postsecondary programs at Chesapeake Community College and a vocational-technical center proposed for the Lower Shore.

Upon completion of the initial unification, the State Board for Higher Education shall require the new governing board to prepare a ten year master plan for the development of a regional university system. If this recommendation is accepted by the Governor, he should order a moratorium on all future capital construction at the University of Maryland Eastern Shore and Salisbury State College until the issue of merger is resolved.

VII. **Budget and Capital Improvement**

The approval and analyses of budgets and capital projects, and the auditing of expenditures for institutions of higher education cannot be administered separately from the remainder of the policymaking machinery. These functions are now vested in several authorities and agencies, but should be centralized and vested in the State Board for Higher Education.

Recommendation:

The functions of analyzing and negotiating on the details of the budgeting process should be transferred from the State Department of Budget to the staff existing under the State Board for Higher Education. The negotiation and approval of capital improvement projects for higher education should be removed from the Department of State Planning and placed under the State Board for Higher Education.

Implementation of the Recommendations

It is obvious that the Governor and Legislature will ultimately determine the question of adoption of the recommendations made in this report. The Commission recommends that the Legislative Act creating a new structure specify the period for transitioning from the existing structure to the new one, during which time the Governor shall provide for the necessary services to expedite the changeover.

Under the arrangements set forth in this report, education would continue to function as one of the highest priority services of the State and local governments.

[1] The faculty-student ratio at UMES is 11:1, and for Salisbury it is 18:1. The space available per full-time student at UMES is 233 sq. ft.; at Salisbury it is 99 sq. ft. The total cost per full-time student per year at UMES is $3,640; at Salisbury it is $1,783. (From data provided by the Maryland Council for Higher Education, 1973-74).

While some will argue that the power and influence of the State has been reduced in favor of increasing the power and influence of the local schools and institutions, others will hold the opposite point of view. The Commission believes this structure will provide vastly improved educational opportunities throughout the State. The redistribution of authority recommended in this report was not conceived to either elevate or weaken any given segment or level. The Commission holds that the coordination function and the overall responsibility of the State for the delivery of timely educational services will be strengthened. On the other hand, the meaningful operational responsibilities of providing teaching and learning have been strengthened in favor of local control.

All Commissioners Endorse the Final Report

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John J. Kent, Jr., Vice Chairman
David W. Barton, Jr.
Raymond Blank
The Hon. Clarence W. Blount
William E. Coyle
Rev. Vernon M. Dobson
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* Subject to exceptions as noted in minority statements beginning on page 37.

Minority Report Submitted by:
Mrs. Lucy Keker

While I concur generally in the recommendations of the Commission, I am compelled to dissent from the recommendation that the State Board of Elementary and Secondary Education be increased from its present seven members to become a 15-member Board — for these reasons:

1. The recommendation to increase the size of the State Board of Education from seven to 15 members ignores the important principle generally adhered to in regulations governing selection of new board members; i.e., that new members be worked into the board in rotation in such a way that education continuity in an ongoing system of governance shall not be interrupted by the need to orient too many new members at any one time. The appointment of eight new members to join an ongoing board of seven will virtually insure a period of difficult adjustment which could have significant effects on the continuity of the State educational program.
2. A review of the make-up of State Boards of Education throughout the country shows that of 46 states for which figures were available, 36 states had membership of 11 or fewer, with 24 of the states having membership of eight, nine, or 10. While I see no magic in numbers, this search of practices throughout the country would indicate that boards of seven to 11 members are generally considered as optimum sizes to accomplish the board's mission, and there is no movement afoot to change the trend.
3. The Commission recommendation to more than double the size of the present board seems to be made merely to provide equal membership between the State Board for Elementary and Secondary Education and the State Board for Higher Education. It seems more logical to me that membership be determined by the duties for which each board has responsibility. Research again shows that there is generally in states throughout the country a different number serving as members of the State Board for Elementary and Secondary Education and for the State Board for Higher Education. I am not persuaded of the need to have Boards of equal size, but if others are, I see no reason why 11 members each should not work well.
4. The Constitution of Maryland in 1967 reserved for the State the responsibility for public education. The State Board of Education was established soon after as a governing board with powers delegated to the 23 counties and Baltimore City. A review of the history of governance problems in other states throughout the country reveals the foresight of Maryland's founding fathers, for their educational structure has served its citizens well, avoiding many of the problems other states have recently faced as they attempted to achieve a degree of cohesion among loosely-structured school districts. Our Board of seven members has stood well the tests of one hundred years of educational growth without suggestion from its citizens that more members were needed to do the job better — nor was that thought expressed in the public hearings of the Commission throughout the State in 1974.

For these reasons, I urge the thoughtful considerations of our citizens and their legislative representatives before making radical changes in laws governing education.

Minority Report Submitted by:
Mrs. Lucille Maurer

Although I support wholeheartedly the Commission's recommendation for a State Board for Higher Education to coordinate all postsecondary education in Maryland and many other conclusions of the Commission, I dissent from the Commission's recommendations in several other instances. The more important of these are:

1. The role of the Chairman of the Joint Education Board.
2. The excessive reliance upon the "Councils of Education."
3. The development of another level of bureaucracy to serve the Joint Chairman and the proposed "Councils of Education."
4. Enlargement of the existing State Board of Education to 15 members.
5. The proposals relating to special education governance.

I will attempt to highlight the reasons for my concerns as succinctly as possible in view of the limit on comments in terms of time and space.

1. The Joint Chairman — A strange new political animal appears to have been created. The Chairman of the Joint Board would be appointed by the Governor but be a full-time paid employee of the Board, and its advocate in the cabinet. Among other powers and duties, the Joint Chairman would vote to break a tie vote of the Joint Board. In the event, for example, the Governor proposes to cut the budget requests of the component Board, that cut would be sent back to the Joint Board to allocate between the Boards. In a tie vote, the full-time employee of the Joint Board would make the decision on crucial policy.

Given the high priority need to put in place a strong voice for higher education, my preference is to have two voices for education in the cabinet; one, the Commissioner of Elementary and Secondary Education; and the other, the Commissioner of Higher Education. I see the need for the two Boards to meet as a Joint Board, with the Chairman selected from among the members.

2 & 3. The Councils are an innovative approach to providing continuous input for change. However, because of the personnel demands of the Councils, the Boards are made very large. This seems to be an example of the proverbial "tail wagging the dog." What is more, downgrading the responsibilities of the Boards (and of the respective Departments of Education) in long-range planning weakens the role of the Boards themselves. Additionally, permanent staff to serve the Councils and the Joint Chairman creates an unnecessary level of government which will hinder rather than expedite the cooperative efforts which should be encouraged.

4. I think doubling the size of the existing Board of Education is unwise. Enlarging the Board to nine would be useful; enlarging it to 11 acceptable. Going beyond that would, I think, actually hamper the work of the Board. A 15-member Board of Higher Education is probably workable because of the nature of postsecondary institutional arrangements. However, an 11-member Board would be satisfactory.

5. The idea of a permanent sub-board of the Board of Education for special education with staff to serve only that sub-board is, I think, a poor arrangement. It does not allow for the kind of flexibility which is necessary, although I do agree with the intent of giving more focus and attention to the needs of special education, including hospitalized populations.

In summary, I am concerned that the emphasis upon one voice for education and the development of what I call the "middle bureaucracy" (the Councils and the staff of the Joint Board) will hamper rather than help what I feel is the most fundamental improvement which must be made in education in Maryland in the next few years. That improvement is the development of a State Board for Higher Education, which is a coordinating rather than a governing board, to provide a strong voice for all of postsecondary education to deal with the executive and legislative branches of State government.

Minority Report Submitted by:
Mrs. Phyllis Reed
John J. Lancaster

This report is an expression of the interests and desires of two members of the Commission regarding the vital and important issue of "structure and governance of education" in the State of Maryland. This report is made with the fullest of understanding and recognition of the importance of the work of the Commission on Structure and Governance of Education in the State of Maryland and its potential impact on the future of education in this State.

We are in general agreement with many phases of the report. However, we cannot agree with the proposed State level structure. We attended public hearings conducted as part of the Commission's deliberations on the subject of "structure and governance" of education. We are in continuous contact with parents, teachers, and interested citizens and, to us, the public expression is clear regarding the needs for structure and governance of education. The policymaking and decision making roles should be close to the people — not in a top-heavy management scheme as proposed in the majority report. The operating levels of education should have the responsibility and authority to carry out the educational

programs that are responsive to the needs of those the institutions are serving. The arrangement proposed by the majority provides for a bureaucratic maze of councils, boards and a joint board with commissioners and a multitude of other functionaries that cannot avoid playing interfering and conflicting roles at the expense of educational needs in schools and communities. Financial and other scarce resources should not be allocated to the extent proposed for administrative, organizational and management functions that have the potential for interfering with rather than supporting, the educational effort. In addition, the public expressed a need for improving the management of State Colleges by establishing financial autonomy and granting the responsible boards and staff the authority necessary to carry out the educational goals for which they are responsible. The third area of concern expressed by the public was for children, youth and adults not being served adequately by our current system. These persons are the ones in institutions of the State and have no local body responsible for their education. These special populations of the State and others with unique educational needs should have a board at the State level that will understand their needs and can provide the educational resources to meet the needs. The public interest can best be served by addressing those needs they have identified. The public voice was loud and clear in stating that those arrangements that were serving them well should not be tampered with or changed just for the sake of change.

In brief, then, the points of disagreement with the majority report regarding the structure and governance of education for Maryland are:

1. The structure as proposed is not consistent with the testimony as presented by the public on this point.
2. There is an obvious effort to increase the super-structure with an accompanying increase in expenditures for a top-heavy management scheme.
3. There is a real danger that councils appointed at the proposed level will act as interfering policy making boards.
4. The proposed structure fails to establish clear lines of responsibility and authority.
5. The arrangement is one of burdensome management for management's sake without due regard for the functions or programs to be managed.
6. The model provides for a small army of political appointees and associated staffs to govern, direct, advise, and control the one institution that should be free from political domination.
7. The proposal is an over-governed model that violates the principle of "That government is best that governs least."
8. The State Educational Organization arrangement as presented in the report is a system of boards, councils, staffs, and officials arranged in a bureaucratic hierarchy above the operating divisions that actually conduct the educational programs.

This minority report includes an alternative proposal that provides an organizational arrangement that permits the governing process to occur at local and institutional levels which will permit the public to identify those responsible for the educational effort and hold them accountable for the results. This alternative proposal provides for the maximum allocation of resources to education at the operational level as well as optimum local control.

The following is a series of guiding principles and a graphic model associated with this proposal:

1. The basic foundation undergirding the structure and governance of education should consist of the concepts of local control, State responsibility, and federal concern.
2. The structure and governance must assure the fulfillment of the principle of quality education as the *sine qua non* responsibility of the State to its people.
3. The structure and governance must provide ample assurance to guarantee the keeping of educational decisions close to those who are affected by the decisions.
4. The structure for the organization of education shall provide the means for maximum coordination among the various levels and components of the total educational system, e.g., articulation of programs between the various institutions.
5. The structure and governance of education shall make it possible to facilitate the processes of program and financial accountability within all units or components of the total program.
6. The structure and governance plan shall provide for optimum autonomy for each of the boards associated with the various components of the educational system, i.e., public schools, community colleges, state colleges, and universities.
7. The structure and governance of education shall facilitate the collection, organization, analysis, and the judicious use of research data pertinent to the

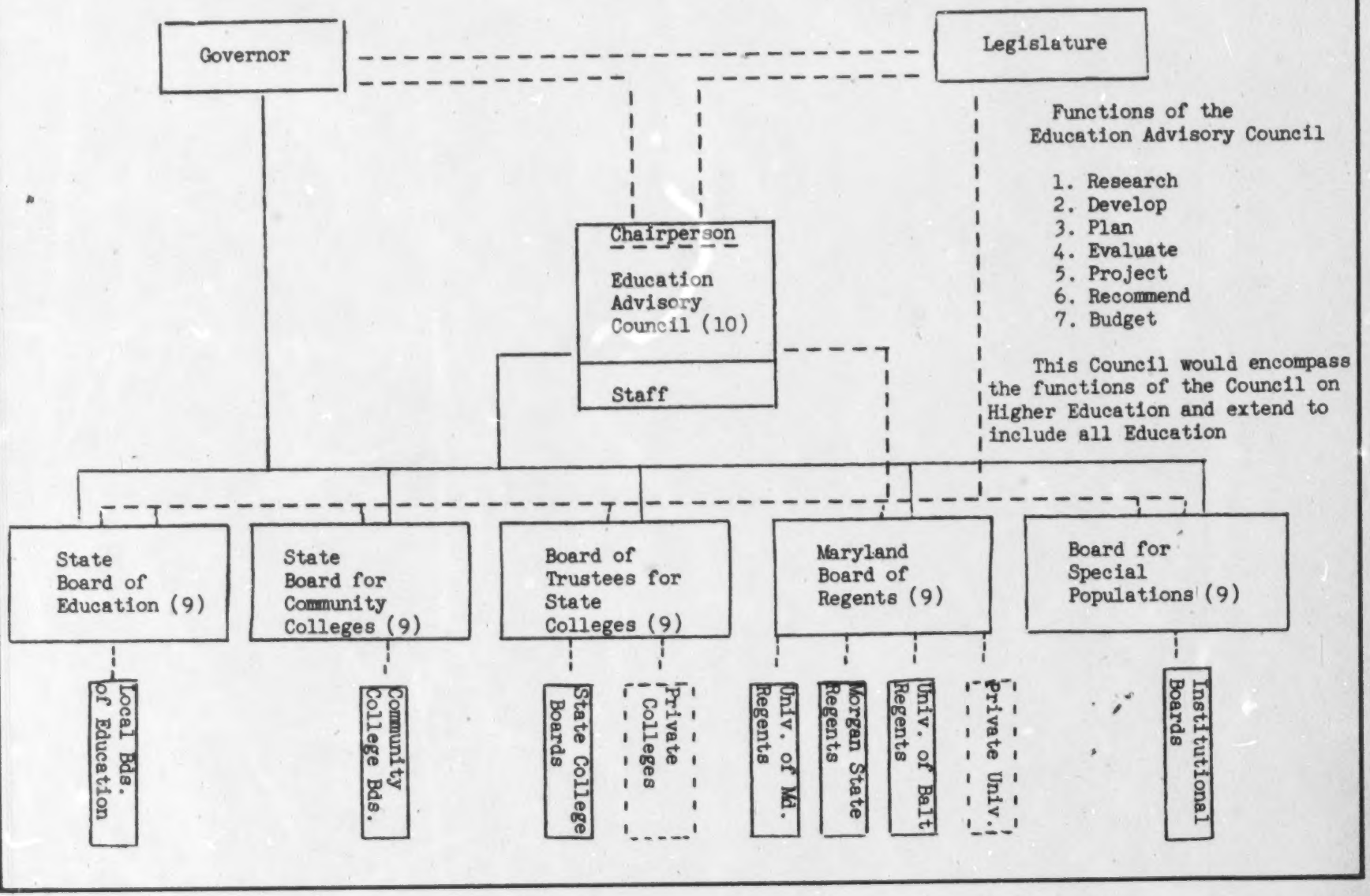
development of an outstanding school system in the State.

8. The plan of organization and governance shall provide the means for effective and productive planning, implementing, and evaluating of education at and among all levels within the State.
9. The structure for the organization of education shall make it possible for optimum communications throughout and within the various levels and components of the total educational system.
10. The plan of structure and governance of education shall fit into the total State governmental organization in such a position to assure that education at all levels get its fair share of the State's resources.
11. The structure and governance plan adopted for the State shall enable the educational enterprise to function within the "power structure" of the State in such a manner that would provide for maximum effectiveness and equal parity with the other major components of the governmental system.
12. The structure and governance shall preclude the existence or formulation of a super board or boards to coordinate or direct the efforts of all components of the educational system in Maryland.

Proposed Structure

The following page contains a diagram of the proposed structural organization for education in Maryland as recommended by this minority report. The Education Advisory Council recommended would consist of 10 members — one each from the regularly appointed boards selected by that board, plus five members selected by the Governor to represent a broad spectrum of interests in the State. The chairperson selected by the Council from the five public representatives shall be the spokesman for all education. This person would provide the communication link to the Executive and Legislative Branches of Government.

Diagram of
Proposed Organizational Structure
for Education in Maryland



APPENDIX CONTENTS

1. Bibliography 43
2. References 43
3. Public Hearing Witnesses 45
   Authors of Written Statements 48
4. Papers and Reports Prepared for the Commission at its Request 50
5. Consultants to the Commission 51
6. Presentations Made at Commission's Request 51
7. Staff of the Commission 53

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PAPERS AND REPORTS PREPARED FOR THE COMMISSION AT ITS REQUEST

From the Maryland State Department of Education in cooperation with the Commission staff:

"Adult Continuing Education" (Division of Instruction)

"Public/Nonpublic School relationships of Educational Organizations in the State of Maryland" (Division of Certification and Accreditation)

"A Report on Compensatory Education" (Division of Compensatory, Urban and Supplementary Programs)

"A Report on Early Childhood Education (Division of Compensatory, Urban and Supplementary Programs)

"Study of Vocational-Technical Programs in Maryland" (Division of Vocational-Technical Education)

From the Maryland State Department of Education Division of Instruction and Coppin State College Division of Special Education in cooperation with the Commission staff:

"Special Education in Maryland"

From the Department of Fiscal Services, Maryland General Assembly, with the cooperation of the Commission staff:

"Full State Funding of School Construction"

From the Maryland Independent College and University Association, Inc., with the cooperation of the Commission staff:

"Relationship of Independent Higher Education with Structure, Governance and Financing of Education in Maryland"

From individuals in cooperation with the Commission staff:

"Early Childhood and Compensatory Education" (G. R. Austin, University of Maryland)

"Establishment of the Maryland Commission to Study the Structure and Governance of Education" (Fred H. Spigler, Jr., Education Officer, State of Maryland)

"The Financing of Postsecondary Education Operating Expenses in Maryland: Is There a Better Way?" (Deborah Hyatt, graduate student, George Washington University)

"Indexing and Classifying Existing Statutes Affecting Structure" (Robert Reutershan, University of Maryland, graduate student)

"A Report on the Status of Higher Education Student Financial Aid in Maryland" (Jonathan D. Fife, Assistant Director, Education Research Information Center)

"A Study Designed to Investigate the Recruitment and Selection Practices of Local School Board Members in Maryland Public School Systems" (Margaret Dicus, graduate student, University of Maryland)

"A Survey of Educational Services Performed for Special Populations by State Agencies Other Than the State Department of Education in Maryland: A Preliminary Probe" (Edward Mitchell, graduate student, University of Maryland, and staff member of the Anne Arundel School system)

Reports Published by the Commission:

"Educational Structures of the 50 States" (By the staff of the Maryland State Department of Education and the staff of the Commission)

"Maryland Education Commissions" (George L. Callcott, Vice Chancellor for Academic Affairs, University of Maryland, College Park campus)

"Maryland Law and Education" (Robert Y. Dubel, Deputy Superintendent, Board of Education in Baltimore County)

"Progress Report" (Staff of the Commission)

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